

File #:

62-116395

Serial Scope:

174- EBF

62-116395-174

100

enc.

DRD:lfi

5/19/75

The Attorney General UNITED STATES SENATE SELECT
COMMITTEE ON INTELLIGENCE
ACTIVITIES

Ref made to memo from Senate Select Committee dtd
4/30/75 & appendices thereto rqtng certain docu-
ments & other info from FBI. Attached for ur
approval & forwarding to Committee is original of
a memo which constitutes partial response to rqt
set forth in rfrncd memo. Processing of addnl
rqsts is continuing on expeditious basis & further
responses will be forthcoming. Copy of memo for
Committee is being provided for ur records.

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DATE 12/27/00 BY SP-2 ALM/7TG

A. SURVEILLANCES IN GENERAL

1. The maintenance of surveillances requires the use of the utmost discretion, common sense, and good judgment on the part of the SACs and the Agents. Arbitrary rules cannot properly be laid down or adhered to for this type of investigative procedure. A few general principles can be laid down, however, which can be applied to various types of surveillances.
2. A surveillance is an investigative technique just as interviews, collecting of evidence, and conducting raids are investigative techniques, and, of course, practical experience in this particular activity is the best teacher.
3. Surveillances are expensive in that they cause the tying up of manpower and should not be resorted to unless results can reasonably be expected.
4. In surveillances in cases of major importance SACs should assume personal, on-the-scene supervision and not delegate such command to subordinates. If a sufficient reason exists to prevent the SAC from being personally present at the scene of a major surveillance, the ASAC must be in command. SAC must assure himself that all physical surveillances comply with Bureau instructions, and are being given adequate supervision.
5. FBI employees other than Agents must not be used on surveillances without specific Bureau authority.
6. Provide Agents with explicit instructions on each physical surveillance in which they engage. Agent personnel participating on physical surveillances should be orally advised concerning the duties to be performed in connection with such surveillances and should not be permitted to carry with them any written surveillance schedules. If it is necessary to utilize code words for communications over Bureau radios, the approved list of code words if too long to be remembered may be furnished to the Agent driving the car but should not be removed from the car during the course of the surveillance. When the surveillance has been concluded, the list of code words should be returned to the supervisor in charge of the surveillance.
7. All written data of any kind relating to physical surveillances must be turned in by the Agents preparing or utilizing same to the field office at the conclusion of each day's tour of duty. In some instances Agents will complete their tour of duty on physical surveillances outside their headquarters city, and in those cases it will not be possible for any written data they may have to be immediately turned in to the field office. However, in such situations, the Agents will be held personally responsible for safeguarding any such written data until such time as it can be returned to the field office. In addition, all such written data relating to physical surveillances must not contain anything which would indicate to any persons unauthorized to have it that the data relates to physical surveillances.
8. In every security case involving a subject who has been apprehended for a Federal violation within our investigative jurisdiction, the office of origin is to make recommendations to the Bureau concerning the necessity for physical surveillance coverage of the subject who is free on bond while awaiting trial or pending appeal following conviction. The office of origin is to closely follow the appeal proceedings of security subjects, making arrangements with the Washington Field Office or other offices, where necessary, in order that the office of origin can be assured that it is instantaneously notified of any court decision affecting the merits of the appeal. The office of origin is to promptly notify the Bureau in such instances, making recommendations for any changes in the coverage of the subject and whether physical surveillance should be utilized until he is committed to custody.]

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B. TRAINING

1. Afford adequate indoctrination and training to Agents assigned to physical surveillances prior to utilizing them. Training should encompass complete review of pertinent portions of manual and other relevant material and discussion of desirable and undesirable techniques. Discussion should include:
 - a. Rotation of automobiles, use of variety of cars, changing license tags
 - b. Parking in one place too long, parking where subject can observe, parking in restricted areas, parking surveillance cars in vicinity Bureau office, several Agents sitting in parked cars for extended time
 - c. Point out value of radios and fixed observation posts in aiding with parking problems.
 - d. Cover alertness re countersurveillance, attempts of subject to discover surveillance, operation of other physical surveillances, persons attempting to take license numbers.
 - e. Discuss conditions peculiar to your territory affecting physical surveillances,
2. Complement training in offices having full time surveillance squads with conference every two weeks. Conference to include new developments and pertinent instructions.

C. REASONS FOR CONDUCTING SURVEILLANCES

The purpose of the surveillance is an important factor to keep in mind at all times, and the Agents assigned to surveillances must know the purpose in order to function efficiently. The Bureau surveillances usually have for their purpose one or more of the following:

1. The location of fugitives through the surveillance of relatives or known contacts
2. Surveillances conducted to cover pay-offs in extortion cases
3. Surveillance of subjects or suspects in espionage, sabotage, or other national defense cases to observe their activities and ascertain the identity of their accomplices
4. Surveillances conducted at the request of other governmental departments

D. TYPES OF SURVEILLANCES

1. Fixed surveillances
These are surveillances often referred to as plants, where the Agents are stationed in one location and usually involve the surveillance of a place to determine the activities and the identity of persons going in and out of the premises under surveillance.
2. Mobile surveillances
This is a moving surveillance where the Agents are moving about on foot, by automobile or on trains, airplanes, or other means of transportation, surveilling subjects or suspects in Bureau cases. These types of surveillances may be broken down into the following categories:
 - a. Close surveillances
Where it is necessary to keep the subjects or suspects under surveillance at all times and where it may involve considerable activity to locate the subjects or suspects again if they are lost.
 - b. Loose surveillances
All surveillances which may be conducted as spot checks to determine the contacts and activities of the subjects or suspects and where it may be proper to drop the surveillance temporarily rather than risk the chance of being "made." This type of surveillance is sometimes desirable in very discreet investigations involving subjects whose habits and contacts are so well known that they can be readily located again if it becomes desirable to drop the surveillance temporarily.

E. SURVEILLANCE EQUIPMENT

The equipment used on surveillances will depend upon the type and purpose of the surveillance. The following examples illustrate some of the uses of technical and other equipment on Bureau surveillances.

1. Firearms, restraining devices, and lighting equipment on fugitive surveillances
2. Surveillances in extortion cases often require a great variety of equipment, including radio, decoy packages, signaling devices, binoculars, lighting equipment, as well as firearms and restraining devices.
3. Automobiles are essential in practically all types of surveillances and care should be taken to insure that the cars used are not conspicuous and are speedy enough to follow the vehicles driven by the subjects or suspects in the case. Consideration must be given to changing automobiles and/or license plates.
4. Photographic equipment can be used in practically all types of surveillances. In this connection, the various types of still- and movie-camera equipment that the Bureau has available and which are described elsewhere in this manual should be kept in mind.
5. Radio equipment can often be utilized to advantage on surveillances; however, care must be taken not to utilize such equipment if it will attract attention by being conspicuous.
6. Although cash is not ordinarily considered as equipment, it is very essential that the Agents on surveillances provide themselves with sufficient cash to enable them to operate without the use of credit cards and in some cases GTRs. A supply of small change is essential, especially nickels and dimes, for use in making phone calls at unusual hours from pay stations.
- [7. Special surveillance devices for major cases can be built by the Exhibits
[Section in conjunction with the FBI Laboratory when time permits. When
[requesting such devices, include photographs, measurements, and other
[informative data which will be needed to build the items. Full justifi-
[cation for the request must be included.]

F. DRESS OF AGENTS ON SURVEILLANCES

It is extremely important that Agents on surveillances dress in such a manner so as not to attract attention by looking out of place in the areas where they are working. They should at all times try to blend into the background and make themselves as inconspicuous as possible. This may involve wearing sweaters, slack outfits, or overalls in some situations and in others may even require the wearing of formal attire.

G. KNOWLEDGE OF THE SUBJECT UNDER SURVEILLANCE

1. Agents on surveillances should familiarize themselves with the file of a case and utilize every other possible means of obtaining a knowledge of the subject that they are to have under surveillance.
2. Agents going on a surveillance to relieve other Agents should, wherever possible, have an opportunity to talk with the Agents who have previously worked on the case in order to obtain information as to the subject's physical characteristics, as well as his habits, recreation, and business contacts, since this will enable them to more intelligently carry out their assignment.

ACTIVITIES OF AGENTS ON SURVEILLANCES

1. It is of paramount importance that Agents on surveillances act perfectly natural at all times. Any indications of self-consciousness or unusual actions or appearance of the Agents will, of course, assist the subject in verifying any suspicions he may have that he is under surveillance.
2. Agents on surveillances must be constantly on the alert for countersurveillances on the part of accomplices of the subject. For example, when a surveillance is being conducted on foot, it is desirable to have one of the Agents walk on the opposite side of the street from the subject in order that he might be in a position to observe any countersurveillance activities on the other side of the street. Agents on fixed surveillances must, of course, always be on the alert for microphone plants and taps on the telephones being used by the Agents.
3. The use of contacts, sources of information and confidential informants should not be overlooked by the Agents on surveillances. For example, in the event a subject registers in a hotel, considerable information can be obtained among the employees and management of the hotel if informants have been developed among them.
4. Agents on surveillances should constantly keep in touch with the [supervisor (SAC in cases of major importance)] in order that he might be continually informed of the developments in the case. It is extremely important that Agents immediately communicate with the [supervisor (or SAC)] when the surveillance is lost by one particular Agent in order that this Agent might be able to catch up with the surveillance again the next time the Agents who are following the subject call in. The importance of the coordination of the Agents working on the surveillance with the [supervisor] by means of telephone and in some instances radio, cannot be over-emphasized, and in order that this might be effective, it is necessary for the Agents working on the surveillance to be in communication with the [supervisor] as frequently as this can be done without attracting attention.

RENTING OF PREMISES FOR USE IN FIXED SURVEILLANCES

1. Fixed surveillances from automobiles parked on the street are usually good for only a few hours due to the fact that the cars become conspicuous.
2. Prior to renting quarters, care must be taken to first ascertain the reliability of the owner of the property by a discreet inquiry.
3. Where the reliability of the owner is questionable or when other circumstances indicate that such a procedure is desirable, a pretext should be used; however, the Agent developing the pretext should be careful not to evolve some situation which might be even more embarrassing than the truth. Such use of pretext requires careful thought and planning. In many instances the Agent must disclose his official identity in order to obtain suitable quarters for the surveillance; however, in such instances, the intimate details of the surveillance and the case under investigation should never be disclosed to the person contacted no matter how reliable he may appear to be.
4. When quarters are rented for a fixed surveillance, telephones should be installed in order to enable the Agents on surveillance to communicate with the office and with the Agents on the outside.

5. The Agents on a fixed surveillance should use extreme caution to prevent fire hazards. Their personal habits and conduct should be such that there will be no cause for complaint from neighbors or those from whom the property is rented.
6. The arrival and departure of Agents assigned to the surveillance should be arranged at a time when there will be the least possibility of arousing suspicion on the part of subject or other persons in the building. Agents going to and from the premises must be constantly on the lookout for countersurveillances on the part of subject or his accomplices.
7. All Bureau property taken to the place of a fixed surveillance must be completely inventoried. This action should be done before the property is moved into the quarters to be occupied. When such property is removed, or when the surveillance is abandoned, the property removed must be checked off the inventory. With the abandonment of such a surveillance, a thorough and detailed search of the premises must be made to prevent the loss of Bureau property, or the subsequent identification of Bureau Agents through the tracing of such property. Serial numbers and other identifying information should be removed from such equipment before it is taken to the premises being used by the Agents on the surveillance in order to preclude any possibility of such equipment being traced back to the Bureau. Discarded work papers, scratch pads, carbon papers, or the personal effects of an Agent from which an identification can be made shall not be abandoned at any time in or near the quarters used for a fixed surveillance.

J. SURVEILLANCE SUPERVISION

1. Designate Agent to be responsible for on-the-scene coordination of each surveillance. This Agent is responsible for insuring that surveillance logs are submitted on a daily basis by each participating Agent and for keeping SAC or supervisor immediately advised of all major developments. All Agents must assure themselves that the SAC is kept informed. The designated Agent must be advised by supervising official on a continuing basis of all information pertinent to the surveillance.
2. Surveillance logs must be reviewed and coordinated on a daily basis by appropriate supervisor. After review, log must be furnished promptly by supervisor to substantive case Agent for action.
3. SAC must immediately advise Bureau of any development of major importance or potential embarrassment. Advise SAC (and through him Bureau) of any situation where surveillance is "made" by subject.

K. SURVEILLANCE LOGS

1. Each Agent participating in physical surveillances [in all criminal-type cases and in security cases where the activity observed might result in prosecutive action should] maintain separate surveillance notes in the form of a log reflecting in chronological order only his pertinent observations noted during tour of duty. Entries noted on these logs should be made as original entries whenever possible. If physical circumstances prevent recording directly to a surveillance log, appropriate entries should be made on the log at the earliest possible moment. Any notes necessary to support subsequent entries on logs and essential to refresh an Agent's recollection should be retained and attached to the log itself. This log and any notes used to compile it are to be retained permanently so that an Agent testifying to a surveillance will, if necessary, produce and refer to only his own original notes. Logs are to be submitted to the office immediately upon conclusion of each day's tour of duty. Each participating Agent should sign the last page of his log utilizing his Bureau name. [Keep in mind that Agents' individual surveillance logs and notes used to prepare these logs may be produced in court. Accordingly, it is essential that their physical condition and contents be above criticism or doubt.]

2. In security cases only, when the activity observed on a surveillance is not believed to have prosecutive possibilities, a composite surveillance log may be submitted. This log should [list,] in chronological order, the results of an entire day's surveillance for each subject. Each Agent is to place his initials opposite those entries [showing] his personal observations and is to affix his signature at the end of the log. Administrative details concerning a particular surveillance should be set forth in a cover sheet attached to the composite log. It is not anticipated that a composite log will be produced at a trial; however, it is possible that some activity observed, although not appearing at the time to have prosecutive ramifications, might, at a later date, have such possibilities requiring the production of a composite log. It is, therefore, essential that the physical condition and contents of composite logs be above criticism or doubt.
3. Individual surveillance logs and composite logs should be made on lined, white, letter-size tablet paper, preferably in ink. Title should read: Physical Surveillance of: (name of subject). On second line show date; if surveillance extends beyond midnight, show both dates. On the third line indicate location. Number pages.

Start entries on next line below title. Never leave blank lines between items on log. First time entered will be time surveillance commenced. If subject is not observed, entry should show: "8:00 a.m. to 5:00 p.m. -- subject not observed this date." Show reasons for discontinuing surveillance on cover sheet. Cover sheet may be used on continuing basis for administrative data. If you wish to use cover sheet, submit proposed form for approval. Cover sheet should contain only administrative information.

4. In security cases, when individual logs are submitted [showing] activity which might result in prosecution, an administrative composite log [may] be prepared [listing] in chronological order the results of a day's surveillance on each individual. Entries [showing] an Agent's observations are not to be initialed by him nor is each participating Agent to sign the composite log. These composite logs will not be introduced in court and will be prepared for administrative use only and to facilitate reporting and channeling information. These composite logs should be filed separately and apart from the original logs. Separate subfiles may be utilized for this purpose. In criminal cases, composite logs may be compiled if circumstances in individual cases warrant.

L. PLANNING SURVEILLANCES IN ADVANCE

1. Certain types of surveillances, such as the surveillance of pay-off spots in extortion cases, can and must be carefully planned in advance and each of the Agents assigned to the surveillance should know exactly what his duties are and just what is expected of him in this particular assignment. A careful survey of the pay-off spot should, of course, be made in advance and the details of the location and the surrounding terrain explained to the Agents by blackboard diagrams or other illustrative methods.
2. In other types of surveillances, certain problems arise again and again which can and should be planned in advance. For example, the problem of taking over a surveillance at a railroad station comes up very frequently in most field offices, and there is no reason why detailed plans cannot be worked out in advance and discussed at Agent conferences so that all the Agents in the office will know the details of such plans. The same procedure should be worked out for handling surveillances at airports and bus terminals, as well as other surveillance problems peculiar to the particular field office, such as handling surveillances on subways, ferry boats, tunnels, and other means of transportation.

M. RAIDS IN GENERAL

1. When a dangerous assignment arises in which the practical application of firearms might be reasonably anticipated, the SAC must personally take charge. SACs must assume leadership in raids or arrests where firearms might be used and in major cases of great importance even though there is no indication that firearms might be employed. Unless emergency conditions prevent prior notification, the SAC or person acting in his absence must be immediately notified when such a situation arises, before action is taken toward apprehension. The Bureau should be advised by teletype or telephone of the name of the official who will be in charge of the dangerous assignment. If the SAC or ASAC will not be on the spot in charge, sufficient explanation should be outlined which will indicate the reasons for the inability of the above-named official's participation.

If a major case is being investigated involving the hot pursuit of fugitives which requires a concentration of Agents, it is incumbent upon each SAC to arrange for 24-hour coverage in the resident agencies in his territory where the activity is such that it can be expected there will be numerous phone calls and contacts from co-operative citizens and other law enforcement personnel. Where necessary, male clerks may be utilized to effect such coverage. No such coverage should be initiated without Bureau authority.

2. A raid is an offensive type of operation characterized by the suddenness of its delivery. The purpose of conducting raids is usually to apprehend individuals or search premises. No two raids if planned to best advantage will be conducted exactly the same. However, the following elements will characterize well-planned operations of this type:
 - a. Speed
 - b. Surprise
 - c. Simplicity
 - [d. Safety of all personnel
 - [e. Superiority of manpower and firepower]

PLANNING RAIDS

1. Every raid should be carefully planned in advance to insure the greatest factor of safety to the raiding party and innocent bystanders, and to prevent the escape of the persons sought.
2. One individual designated as a raid commander should be responsible for planning and conducting of the raid, and it is his responsibility to see that all members of the raiding party are aware of the parts they are to take in the raid and he alone should be charged with the duty of changing plans and issuing orders as the situation may demand.
3. As careful and detailed reconnaissance as time permits should be made of the vicinity of the place to be raided, noting all avenues of escape, such as doors, windows, skylights, fire escapes, streets, alleys, and roads. A neighborhood investigation may be necessary at times to determine whether confederates of the person being sought may be residing near the premises to be raided. During this investigation it can be determined whether Agents could be stationed in neighboring homes or apartments. A map or diagram should be prepared following this survey and should be shown to the Agents participating in the raid.
4. On the basis of the information available, the raid commander must determine the number of persons to be in the raiding party, the time when the raid is to be conducted, the equipment necessary, and issue instructions so that each individual Agent on the raid will know exactly what is expected of him and just what action he should take under circumstances which can be readily foreseen. In planning raids, the following questions must be determined by the raid commander:
 - a. Number and selection of raiding party
 - (1) The party should include only Agents who are properly qualified in handling firearms; in the event local officers are needed to assist, these officers should have the same qualifications. All of the Agents and officers on the raid should know each other so that they will be able to recognize each other under emergency circumstances. The number of men needed on a raid depends on the circumstances. The raiding squad should be divided into such groups as are necessary in conducting the raid. These groups should be instructed in their duties, certain of them being informed of the fact that they will enter the premises to make the arrest and others will be charged with the responsibility of covering this activity in order to prevent the escape of the subject, and also for the purpose of neutralizing any hostile gunfire by persons in the house. It will be the duty of the covering Agents to prevent escape of the individual sought in the event he emerges from the house after the raiding party enters.
 - b. The time of the raid
 - (1) This will depend on the habits of the individuals sought and the information available as to their activities or possible future plans. In the event it is necessary to conduct the raid in the night, the necessary lighting equipment should be available. Usually it is found desirable to conduct raids shortly before dawn as this permits the Agents to take their places under cover of darkness and as the daylight comes permits the observation of the place and occupants during the raid.
 - c. Raid orders are issued by the raid commander who will advise each Agent or officer on the raid of his specific duty. He will, of course, furnish all of the information available concerning the persons to be apprehended to the members of the raiding party.

- d. The equipment to be used will be determined by the raid commander and will depend upon the circumstances of each particular case. Obviously high-powered rifles cannot be used in congested areas and the type of firearms used will conform with the location of the place to be raided and the proximity of neighboring houses and buildings. All the equipment, including firearms, handcuffs, leg irons, electrical and technical equipment, should be inspected by the raid commander or an experienced designated Special Agent prior to the raid. Agents should be particularly alert to display suitably their identification, either by means of arm bands or badges, especially at all times when they are moving about in the possession of exposed firearms. Consideration should be given to using arm bands and pass words to identify Agents on the raids and Agents should display badges prominently on the outside of their coats. Of course, all automobiles used in the raid must be filled with gasoline and oil and be in perfect running condition.

[Each office is to maintain a supply of arm bands in sufficient quantity to provide 50% of the Agent personnel with them.]

- e. An assembly point should be designated near the place which is to be raided where all Agents can assemble just before the raid for final instructions prior to proceeding to their positions. In the event the place to be raided is near the field office, it would not be necessary, but where the objective to be raided is some distance away, an assembly point should be used. Of course, the assembly point must be sufficiently far from the scene of the raid to preclude the possibility of the subjects' being warned of the proposed raid by this assembling of Agents.

Every effort must be made to avoid having our investigative operations and the activity of our personnel become obvious to newspaper representatives, photographers, and idle curiosity seekers. A location should be selected which will prevent concentrating the personnel in central and public places. The Agents should not arrive in a group but singly or in pairs and avoid attracting attention to their movements. When carrying firearms, such as machine guns or shotguns, the departure from the Bureau headquarters or wherever a temporary headquarters may be located should be by rear or side entrance and such movement should not be a group departure which will give the appearance a mass raid is about to take place.

APPROACH TO THE PLACE TO BE RAIDED

1. The exact manner in which raiding Agents and cover Agents should approach the place to be raided depends upon the type of place raided and the surrounding territory. In any event the approach should be made in such a manner as not to warn the occupants of the raid objective before all of the Agents are in their proper positions. This may involve in some cases leaving automobiles at a distance and approaching the place to be raided on foot. When automobiles are so left, they should be securely locked and in many instances it may well be part of the raid plan to have these cars used for the purpose of blocking roads and other exits from the place to be raided. When it is necessary to use a large number of automobiles to conduct a raid, these cars should not proceed from the Bureau office or garage in a caravan and should not collect at any given point near the place to be raided at any appreciable length of time prior to the time the raid is to be conducted. Large numbers of similar cars closely following each other during unusual hours will attract attention, resulting in reports to the local police. Rather than this, the Agents should be required to set their watches before leaving the office and be instructed to proceed over different routes, meeting at a given point at a given time immediately prior to the time the raid is to be conducted. Care should be taken to make as little noise as possible. The slamming of automobile doors should be particularly guarded against.
2. Prior to giving the signal for the beginning of the raid, the raid commander should know definitely that all of the men are in position and have had an opportunity to make use of whatever natural cover is available.

P. ENTERING THE PLACE TO BE RAIDED

1. Raids may begin by a signal from the raid commander to the occupants of the place being raided, advising them of the official identity of the raiding party and requesting their surrender. Sometimes this can be accomplished by a telephone call and in other instances it will be necessary to shout to the occupants of the house from the outside, attract attention by blowing a whistle or some similar method. Many raids of premises, however, are begun by the raid commander, after providing for appropriate outside protection of the premises, approaching the front entrance and demanding entry after making his presence and official capacity known.
2. Both the raiding Agents and the covering Agents must utilize all natural covering available during the approach to the place to be raided and during the raid. Cover not only protects the Agents from hostile gunfire but also conceals their movements and whereabouts so that they cannot be observed by the occupants of the house or place being raided.
3. If the subjects in the house being raided do not surrender and are known to be dangerous and desperate characters, tear gas should be utilized to force them out of the premises. When this is done, the raiding Agents will have to wear a gas mask when entering the building after the raid is over. Even though subjects emerge from the house after the gas is used, Agents entering the house thereafter should use extreme caution to guard against surprise attack by others hiding in the house whose presence was not contemplated.
4. In any raid the participants should clearly identify themselves as Special Agents of the Federal Bureau of Investigation to all persons in the place being raided and those nearby so that no claim can be made by subjects that they were being hijacked by other gangsters. Identity should be made known verbally by a loud clear statement on the part of the raiding officers that "We are FBI Agents," or "We are Special Agents of the FBI," and by the display of badges.

Q. DUTIES OF COVERING AGENTS

1. The primary duties of covering Agents are to cover the approach of the raiding Agents to the house and prevent the escape of persons sought. Ordinarily no Agent should fire unless he observes someone firing out of the house.
2. When persons are seen emerging from the house, they should be advised of the raiders' identity and called upon to surrender. If, however, they come out of the house shooting, the covering Agents should immediately return fire.
3. It is the duty of covering Agents to guard against possible attack by confederates of the occupants of the raided house who may come up from the rear either to assist the subjects in the house or possibly due to the fact that they are unaware that the raid is in progress. The covering Agents must also guard against the possibilities of accomplices residing in adjacent houses or apartments.
4. It should be realized that raid commanders assign sufficient personnel to all areas outside the premises to meet any reasonable emergency that may arise. Members of a raiding party should not leave their posts and congregate when any ordinary activity arises. In doing so, the areas previously assigned to the Agents will be left unguarded, and in the event of shooting, it is highly possible that some of the Agents may find themselves in the cross fire of other Agents.

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5. The covering Agents should remain at their positions of duty until the raid commander instructs them to leave.
6. When possible, covering Agents should locate and disable automobiles of the occupants of the house as soon as possible after arriving at their posts in order to hamper the escape of the occupants should this be attempted.
7. The raid commander should give consideration and make any necessary plans in connection with the notification of police that a raid is in progress when the circumstances appear to make such action advisable.

R. ACTION TO BE TAKEN AFTER THE RAID

- [1. [Deleted]
2. All persons apprehended during a raid should be taken under proper guard to the place where they are to be detained.
3. Where the possibility exists of other members of the subject's gang coming to the house that has been raided, a sufficient number of Agents properly armed should be left in the house or apartment. These Agents must conduct themselves in such a manner as to not arouse suspicion and warn confederates of the apprehended persons that the former occupants are no longer there.
4. All raids should be conducted as secretly as possible and without resulting in undue publicity. The names of participants in a raid should not be disclosed without prior Bureau authority. Should anyone be killed during a raid and inquest by local authorities is necessary, arrangements can usually be made for one or two Agents to testify for the entire raiding party.
5. Agents on a raid should never indulge in promiscuous shooting and should constantly bear in mind the Bureau's rule that Agents should shoot only in self-defense.

S. BLOCKING OF ROADS

1. Several situations may arise which will require that one or more roads be blocked. The purpose of this procedure will largely determine the methods to be employed. There are set forth below several suggestions as to effective means of blocking roads.
 - a. To block roads for the purpose of inspecting automobiles. To block persons who may be leaving a particular area most effectively, a blockade should be provided allowing only one-way traffic in a single lane. The point selected should be located where natural cover is afforded for the Agents engaged in this work, such as where a roadbed is cut through a hill or where concrete abutments or bridges are available for cover. Consideration should be given to locating the point of blockade at a place where it cannot be observed from a distance and thereby enable the approaching cars to turn around and go back without approaching the blockade. Wooden barricades and stop signs can be utilized in telling the vehicles to travel in one lane. Several cars should be permitted to pass through one direction and then several from the other direction so that the traffic will not be unduly delayed. In addition to the Agents working at the point of blockade, other Agents should be stationed at points a considerable distance from the barricade up and down the road to stop any vehicle which may attempt to turn around and go back when they observe the barricade.

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- b. To block a road and stop a specific automobile can be done by selecting a point in the road which is relatively narrow and extending a rope or cable across the road with a stop sign attached to the center. One end of the rope or cable can be fastened to a tree or some other similar object on one side of the road and the rope then laid flat across the road and the other end wrapped around a tree or pole in such a manner as will permit the rope to be pulled taut across the road and securely fastened. Agents can be stationed under cover to pull up the rope or cable when the wanted car approaches. Other cars will not be stopped and can easily drive across the rope or cable as it lies on the road. This cable or rope should be placed across the road diagonally so that if the wanted car is driven into the obstruction it will be deflected sideways to the side of the road into a ditch or an embankment. Other Agents should be stationed at a considerable point up the road in the direction from which the car is expected to appear, and these Agents have the duty of watching for the wanted car and notifying the Agents at the barricade of its approach and also of blocking the escape of the car if it turns around and tries to go back. If the wanted car approaches the barricade and stops, Agents, properly armed, located under cover on one side of the road should train their guns on the car and command the occupants to alight.
- c. Roads can be blocked with automobiles in those cases where a car is expected to proceed along a certain road on which there is considerable traffic and where it is not feasible to use either of the above methods. This roadblock can be established by having Agents in one car stationed beside the highway at an intersection or in a filling station, who will be on the lookout for the wanted automobile. One or more cars with Agents should be stationed at a point at a considerable distance down the road but within view of the first car so that signals may be exchanged. When the wanted car approaches, the first car will signal to the Agents in the other cars who will drive their cars across the road in such a manner as to completely block the road and force the oncoming car to stop or turn around. No Agents, of course, should remain inside the car which is used as a barricade. If the car turns around and attempts to turn back, the Agents in the first car can use their car to block the road.
- d. In general, the type of barricade used will depend upon the type of highway, the amount of traffic on it, the surrounding terrain, the character of the persons sought, and the time available. Blockades should be established at a point where the road is narrow if this is at all possible. The point selected should be between deep ditches, high embankments, or heavy woods to prevent the wanted persons from driving around the barricade through open fields. Agents covering this point should all be placed on the same side of the road so that they will not injure one another by cross fire.
- e. If it becomes necessary to approach a car which has been stopped at a barricade, you should take advantage of the cover provided by the car itself in approaching it. This should be done, of course, in such a manner as to place the occupant of the car at a disadvantage in your approach to him to effect an apprehension or require him to get out of the car in question.
- f. Whenever a roadblock is established in which any Bureau personnel is physically present and participates, it is fundamental that the Agents be in charge of such operation and they must make sure that the police or any others participating furnish full cooperation. Each SAC will be held personally responsible to see that any such roadblock is complete and no excuse will be accepted for any such operation which proves to be ineffective. In planning a roadblock, definite consideration must be given to providing for the safety of the officers participating and innocent citizens who can logically be expected to run into such a roadblock on the public highway.

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2. Law of search and seizure

[Agents operating a roadblock should be familiar with the law of search and seizure as stated in Bureau monographs on this subject furnished to all offices] and in Training Document 13, "Roadblocks."

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[R. DATA PROCESSING SECTION, COMPUTER SYSTEMS DIVISION

1. Automatic Data Processing (ADP) assistance is provided by the Data Processing Section (see MRR, part II, section 3, pages 28 & 29).
2. Computers and other Automatic Data Processing Equipment (ADPE) are involved in every facet of business and Government. Therefore, it is very likely that computers or other ADPE may be directly involved in a criminal violation or a security matter of FBI jurisdiction. The Data Processing Section should be immediately contacted. Expert ADP personnel are available to provide assistance.]

Bureau is required to conduct applicant-type investigations of persons seeking governmental employment and employed in executive branch of Federal Government as a result of laws and Executive orders in certain categories and by agreements between Bureau, Department, President, and other governmental agencies. In addition, Bureau is required to conduct investigations in certain instances of nongovernmental employees or applicants (1) whose duties require access to highly restricted data, and (2) U. S. citizens employed or being considered for employment by public international organizations. Specific information concerning authority to conduct these investigations will be furnished by Bureau to field offices upon request.

The term "applicant," as used hereinafter, is synonymous with the term "employee."

A. CLASSIFICATIONS AND ADMINISTRATIVE PROCEDURES

The following instructions apply to investigations of applicants and employees for other Government agencies. Special instructions pertaining to individual categories are furnished at the end of this section. Each Agent must familiarize himself with the general and special instructions.

1. Classifications

- a. 116 - Atomic Energy Act - Applicant or Employee (AEAA or AEAE)
- b. 151 - (Referrals from Civil Service Commission (CSC))
 - (1) Peace Corps (PC)
 - (2) United States Information Agency (USIA)
 - (3) National Aeronautics and Space Administration (NASA)
 - (4) Atomic Energy Commission (CSC)
 - (5) U. S. Arms Control and Disarmament Agency (ACDA)
 - (6) Agency for International Development (AID)
- c. 77
 - (1) Departmental Applicants (DAPLI)
 - (2) [United States Courts Applicants (USCAPLI)]
 - (3) Maintenance Employees (name of field office)
- d. 161 - Special Inquiries for the White House, Congressional Committees, and Other Government Agencies
- e. 140 - Security of Government Employees (SGE) (EO 10450)
- f. 138 - Loyalty of Employees of the United Nations and Other Public International Organizations (LEUN) (EO 10422)

2. Initiation of investigation

Personal history data as received by Bureau is forwarded to field. If data are inadequate, see "Who's Who in America"; "Who's Who in (State, City, or Section)"; "Who's Who in (Profession)"; Directory of Directors; Martindale-Hubbell Law Directory; and other professional directories. Information in Identification Division files and Bureau files is sent to field if pertinent for investigation and inclusion in report.

3. Assignments of cases

Must be searched, opened, and assigned immediately. Investigation is to commence immediately.

4. Indices searches

Bureau indices in applicant case (not SGE & LEUN) are searched only against applicant's name, names of deceased relatives, and names of relatives residing in foreign countries. Each field office must carefully search names of following against indices:

- a. Applicant
 - Include variations and additional names developed during investigation. Advise Bureau and interested offices of additional names developed.
- b. Close relatives residing in field office territory
 - Search must include all names used by relatives. Include maiden name of applicant's spouse. Questionable identity must be resolved.

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SECTION 19. APPLICANT AND EMPLOYEE INVESTIGATIONS CONDUCTED FOR OTHER GOVERNMENT AGENCIES

Include in search not only names of close relatives known when investigation was initiated but also those identified during investigation. Not necessary to search names of relatives under 15 years of age.

c. References

Name should be searched through office indices where reference resides. Names may be searched only as they appear in reference material furnished. Searches of variations in name and initials not required, unless developed during investigation. File searches of names of additional references developed during investigation should be made.

d. Others

It may often be necessary to search against indices names of other persons and names of organizations with which applicant has been identified. Where common sense dictates, names of persons with whom applicant has been closely associated during his adult life, such as roommates, close social friends, divorced spouses, and others where relationship would warrant, must be searched against field office indices.

5. Deadlines

a. Deadline date is date report to be received at Bureau.

All deadlines are figured from date of order letter and cannot be changed without Bureau authority.

b. Deadline must be met unless delay beyond office control

(1) If deadline will not be met and no administrative action deemed warranted, form FD-205 or other communication must reach Bureau by deadline date advising

- (a) Reason for delay
- (b) When report will reach Bureau
- (c) No administrative action warranted - This decision must be made by SAC or ASAC.

(2) If deadline will not be met and administrative action deemed warranted, letter must reach Bureau by deadline date advising

- (a) Reason for delay
- (b) When report will reach Bureau
- (c) Type administrative action recommended and reasons therefor
- (d) Identity of personnel involved, together with memoranda of explanation from such personnel

6. Prior applicant investigations

If field files disclose previous applicant-type investigation conducted by Bureau, following steps should be taken in all cases:

- a. Bring previous investigation thoroughly up to date and supplement it as necessary so total scope of investigation will conform in all respects to current standards. Recontact persons previously interviewed who furnished derogatory information.
- b. If all leads now necessary were covered in previous investigation, RUC case by routing slip so advising Bureau.
- c. If previous investigation was made within six months preceding receipt of new request and if it was then complete, conduct no investigation and RUC.

7. Leads for other offices

- a. Set out leads for other offices immediately when they become known during investigation. Use most expeditious means of communication commensurate with economy to meet deadline.
- b. Furnish Bureau copy of communications setting out leads.

- c. In general, following information should be included in communications setting out leads for other offices which have not received copy of Bureau letter initiating investigation:
 - (1) Name, aka's, and any other title information, such as zone designations in title of AEAA cases
 - (2) Character
 - (3) Bureau deadline
 - (4) Any data necessary to identify applicant, such as birth data, description, and social security number if lead is to check employment
 - (5) Specific lead
 - (6) Brief description of any derogatory information developed
- 8. Receipt of additional information in closed case
 - a. Recheck office indices.
 - b. Determine identities of original sources of all new derogatory data and interview if possible. Furnish Bureau information without delay in letterhead memorandum or supplemental report. Use teletype if case warrants, such as Presidential appointee.
 - c. If circumstances warrant, e.g., additional investigation appears involved and cannot be immediately completed, Government employee is prominent individual, etc., advise Bureau by appropriate means prior to initiating additional investigation.
 - d. If indication individual no longer Government employee, verify current employment immediately at inception of investigation.

[B. THE INVESTIGATION

- 1. Objectives of investigation
 - a. To determine:
 - (1) Character - general traits; reputation as to sobriety, honesty, trustworthiness, reliability, and discretion; activities revealing lack of such qualities
 - (2) Loyalty - actions and statements revealing person's attitude and allegiance to U. S. and its constituted form of government or sympathies with any foreign government or ideology.
 - (3) Associations - types of persons, groups, organizations, or movements with which the person has been associated, with particular concern as to whether any of his associations have been of undesirable or disloyal nature
- 2. General instructions
 - a. Results are furnished other Government agencies for examination and adjudication.
 - b. Investigation must be painstakingly exact, fair, and unbiased.
 - c. Interviews must be thorough and exhaustive and include persons in same age group as applicant.
 - d. Purpose of interviews is to get information, not to give information. Avoid possibility for accusation of character assassination or spreading of rumors.
 - e. Do not convey impression that person investigated is under suspicion or that investigation is of criminal or subversive nature.
 - f. Advise persons interviewed that investigation is personnel-type background inquiry conducted because individual is under consideration for Government employment, employment by a public international organization, or may have access to restricted or secret information in which Government has interest.
 - g. Unless so instructed by Bureau, do not disclose identity of requesting agency or position involved.
 - h. No such thing as routine investigation. Imperative each case approached with investigative inquisitiveness to secure all information both favorable and unfavorable.

3. Scope of full field investigations
Account for all periods of adult life.

a. Birth

- (1) Ascertain date and place of birth. This may be done from such sources as school and employment records.
- (2) Verify at bureau of vital statistics when
 - (a) Parents foreign born
 - (b) Investigation develops inconsistencies in birth data
 - (c) Investigation otherwise indicates necessity for verifying birth data

b. Naturalization

If applicant foreign national or obtained citizenship through naturalization or naturalization of parents, check Immigration and Naturalization Service or court records.

c. Education

- (1) Verify college attendance and degrees. Detailed record of studies and grades not desired. Interview teachers and fellow students; mere verification of attendance is not sufficient.
- (2) Cover high school attendance only if it was within preceding six years, or if special reason exists for doing so.

d. Marital status

- (1) If any question, resolve through appropriate records.
- (2) Verify divorce and determine reasons if pertinent.
- (3) Interview divorced spouse if appropriate.

e. Employment

- (1) In SGE cases Government employment or status of applicant must be verified within three workdays of receipt of case in office.
- (2) Verify all employments, including any additional ones developed during investigation; examine all pertinent files at places of employment; ascertain why employment was terminated in each instance. Ascertain dates of employment and positions held; note discrepancies with questionnaire or application form. If employment records are unavailable for extended period, set out that fact in report, together with results of efforts to verify employment through other sources; this will eliminate delays resulting from unavailable records. Interview supervisors, fellow employees, and other appropriate personnel.
- (3) If applicant has been in business for himself, interview competitors and neighboring businessmen.
- (4) Periods of unemployment must be investigated and accounted for.

f. Military service records

- (1) Review if indication applicant served in armed forces.
- (2) Report complete military record, including honors bestowed, type of discharge received, and Reserve status.

g. Neighborhoods

- (1) Interview neighbors at applicant's places of residence during past five years.
- (2) If derogatory information is developed, interview persons in logical neighborhoods without limitation to preceding five years. Particularly include all neighborhoods where it might be expected derogatory information could be further developed.
- (3) Do not waste effort in endeavoring to conduct inquiries in neighborhoods where applicant resided for very brief periods, such as one month in a trailer camp.

- (4) Do not conduct neighborhood investigations on individuals under consideration for positions of Cabinet rank. Moreover, neighborhood inquiries should not be made on any other prominent persons without Bureau approval. If information is developed indicating advisability of making neighborhood investigations on prominent people, immediately furnish pertinent facts to Bureau for authorization. Concerning persons not falling within prominent categories, be alert for information which would indicate that a neighborhood investigation would be inadvisable and notify Bureau for approval prior to making neighborhood inquiries.

h. References

Interview all references, except:

- (1) Do not interview reference concerning whom information is known which would preclude interview, but if appropriate, characterize reference.
- (2) An isolated reference who cannot be contacted without expenditure of unreasonable time and travel, or reference whose unavailability for other reasons would delay investigation, need not be interviewed provided satisfactory investigation can be conducted without interview. When such a reference is not interviewed, show in details of report reference unavailable and amplify circumstances on cover page if needed.

If derogatory information exists concerning a reference, ascertain nature and extent of his association with applicant.

i. Relatives and associates

- (1) Each field office must develop identity of all close relatives and appropriately advise each interested field office. Close relatives under ordinary circumstances include spouse, parents, brothers, sisters, and adult offspring. Special instances, such as more distant relatives who occupy same residence as applicant, will require broadening of this definition.
- (2) Independent investigation is not normally conducted on close relatives or associates, except in Special Inquiry and Departmental Applicant[and U. S. Courts Applicant]cases as noted below. Derogatory allegations, incomplete police records, or indefinite places of residence may require discreet inquiries of informants and reliable sources to verify or refute allegations, clarify a police record, or fix a current place of residence. If derogatory information exists concerning relative or associate, ascertain nature and extent of association with applicant.

j. Law enforcement agencies and credit agencies

- (1) Check applicant's name against files of local law enforcement agencies and credit agencies in all localities of residence and employment.
- (2) Check names of close relatives against files of local law enforcement agencies at present place of residence. Do not conduct credit checks on close relatives.
- (3) If record is located, obtain in detail all necessary identifying data which identifies applicant or applicant's relative with person on whom record is located. As to applicants, verify if there is an arrest record involving a criminal offense or a traffic offense other than a parking violation. Ascertain not only disposition but check existing court docket, blotter, or case file for any additional data that might be available. Should it be necessary, interview arresting officers if available.

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- (4) Frequently arrests are made on charges which are generic and indefinite in nature. Examples of such vague charges are disorderly conduct, loitering, suspicious person, investigation, general principles, etc. In such instances, it is not sufficient merely to report that applicant was arrested on such a charge, but exact nature of his activities resulting in arrest must be ascertained. Charge of disorderly conduct might encompass activities ranging from sexual deviation to distribution of communist literature. Exact nature of such charge must be ascertained for inclusion in report.

Some law enforcement agencies departmentalize their operations making it necessary to check records of various squads and bureaus within agency. Checks of records of each such individual squad or bureau must be made. Check should include traffic violations.

Checks should not be limited to police departments but must include records of sheriff's offices and other duly constituted law enforcement agencies.

k. Affiliation with questionable organizations

- (1) Ascertain nature of derogatory information available concerning organization and particular branch in question. In some allegedly communist organizations, certain branches are substantially free of communist control. If organization is a communist-dominated or -infiltrated labor union, brief information should be reported concerning extent of infiltration of national organization, regional headquarters, and local in question. Exercise care to avoid embarrassment to Bureau which might result from conveying impression that investigation is being conducted of an organization, such as labor union, on basis it is alleged to be subversive.
- (2) Conduct inquiries to verify or disprove alleged affiliation.
- (3) Ascertain knowledge of or agreement with policies of organization on part of applicant. Determine dates of affiliation and extent of participation as member or officer. If membership terminated, ascertain whether terminated prior to such time as organization may have been publicly declared subversive. If organization is a communist-dominated union, endeavor to determine whether membership may have been necessary for person to retain employment. Ascertain whether person was active in such union and whether he held official position. Obtain information regarding any statements or acts indicating acceptance or rejection of procommunist union policies. If affiliation with communist-dominated union has been terminated, endeavor to determine whether termination resulted from disagreement with policies or from a desire to prevent difficulty in connection with present application for employment.
- (4) Contact appropriate security informants familiar with disloyal or subversive affiliations alleged.

l. Association with questionable individuals

- (1) Ascertain degree of association and awareness on part of person under investigation of activities of questionable individual.
- (2) Extent of influence questionable individual exercises over applicant
- (3) If questionable individual previously investigated under Executive Order 9835, Executive Order 10450, or Executive Order 10422, report should so state.

Include title of position, agency where employed, and year investigation conducted. Also report any pertinent data received subsequent to above investigation.

- (4) Search names of questionable associates through office indices.
- m. Signed statements

- (1) Press to obtain from persons furnishing derogatory data re applicant and disloyal data on references, relatives, or close associates.

- (a) Not necessary to secure from postal employees who furnish information secured through official duties

- (b) Include in opening paragraph of signed statement desires regarding testifying before hearing board and any request for concealment of identity; e.g.,

"I, _____, furnish the following voluntary statement to _____, who has identified himself to me as a Special Agent of the FBI, United States Department of Justice. I am (not) willing to testify before a hearing board in the presence of the employee and his counsel and be cross-examined. (My unwillingness to testify is due to business commitments. I request my identity not be disclosed.)"

Do not include reasons for unwillingness if such will disclose identity and concealment of identity has been requested.

- (2) Reasons for refusal to furnish signed statement should be set out in report.

- (a) If person refuses to furnish signed statement, FD-302 should be used.

- n. Availability for testimony before hearing board

- (1) Persons furnishing derogatory data

Determine availability to testify of persons furnishing derogatory data.

- (a) Strive to have individuals express willingness to testify as interest of Government and employee's retention in employment may be affected by testimony. Do not furnish advice.

- (b) Inform testimony will have to be in presence of employee and counsel and subject to cross-examination.

- (c) Individual's desires regarding testifying should be set out in report, including any conditions under which willing to testify. Reasons for unwillingness to testify should be shown in report.

- (d) Persons inquiring re time and place of hearing, reimbursement for expenses, etc., should be informed such matters be discussed with agency requesting their testimony.

- (2) Security informants

Bureau does not contemplate making established active informants available for testimony before hearing boards.

- (a) Report informant unavailable for testimony.

- (b) If informant later becomes available and is willing to testify, submit letter bearing informant caption, with copy for all cases in which informant previously furnished information. Set forth brief background data re informant. Comment specifically whether or not informant's identity may be revealed to outside agencies. Include in detail any data which would indicate inadvisability for informant to testify. Set out following re each case identified: Bureau file number; title and character (John Doe, Treasury, SGE); T symbol used to conceal informant's identity in report; and page number containing information from informant.

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- (3) Postal employees
 - (a) Not necessary to determine desires re testifying from postal employees who furnished information secured through official duties
 - (b) Report that postal employee (identity concealed) unavailable for testimony.
- (4) Special Agents of FBI
 - (a) Will be made available for testimony if they possess competent evidence of own knowledge
 - (b) Will not be made available merely to interpret information in report

o. T symbols

- (1) Where individual is willing to have his name made known to hearing board or agency but requests identity not be disclosed to person under investigation, openly report individual's name, together with his desires regarding use of his name.
- (2) Information from confidential investigative techniques
 - (a) Care must be exercised to insure report does not leave erroneous impression that informant involved is personally acquainted with person mentioned.
 - (b) Report informant unavailable for recontact. No comment necessary regarding furnishing signed statement or testifying.

p. Exhibits

- (1) Submit if suitable for dissemination to support derogatory information.
 - (a) Since exhibits may be made available to person investigated during adjudication, do not submit if this will jeopardize security operations of office.
 - (b) If not submitted, information contained on exhibit, without mentioning exhibit's existence, should be reported. Cover page(s) should show existence of exhibit and reasons not submitted.
- (2) Submit five copies. If bulky, requiring extensive reproduction, four copies will suffice.
- (3) Submit copies of previous hearings pertaining to security afforded applicant.
- (4) Writings of applicant
 - (a) Submit copies of any pertinent to security determination.
 - (b) If writings not pertinent to investigation
 - I. List in report.
 - II. State in cover page(s) writings not pertinent to security determination.
- (5) Submit to FBI Laboratory pertinent exhibits containing questioned handwriting.
 - (a) Secure handwriting specimens for comparison from sources other than direct contact with person under investigation.
 - (b) Obtain at outset of investigation.
 - (c) Handwriting specimens should include, if possible, specimens written during period of questioned material.
 - (d) Describe specimens objectively.

q. Tax matters

Check for tax liens (state and local) when there is questionable financial status concerning Presidential appointments, Federal judgeships, USAs, U. S. Marshals, Deputy Attorney General, assistant attorneys general, Department heads, and members of Board of Parole[and U. S. Courts applicants.] Furnish questionable financial standing to auxiliary offices for appropriate checks. Internal Revenue Service records are checked on all special inquiries for White House, all Presidential appointments, and all departmental[and U. S. Courts]applicants, except honor recruits, law clerks, and probation officers. Develop following background data immediately and furnish by teletype to Washington Field: name, other names used, and social security number of applicant; name of applicant's spouse and former spouses; all residences during applicant's adult life; name and addresses of applicant's present and past employer. Internal Revenue Service records should be checked on persons not included above if exigencies of case demand.

r. Newspaper morgues

Check newspaper morgues for pertinent information on Presidential appointments, prominent people, individuals outstanding in their field of endeavor, or any other person under investigation where indication check would be productive. If particular newspaper is unfriendly or some other indication exists to make check undesirable, so state on cover page of report.

s. Prior Bureau investigations

Not necessary to reinterview persons who furnished only favorable information if there is no indication such person would possess additional pertinent information

t. Information from other Government agencies

- (1) Reinterview individuals who furnished derogatory information.
 - (a) Where interviewee on current interview furnishes same information, not necessary to report he previously furnished this information to other Government agency
 - (b) Where interviewee contradicts information attributed to him by other Government agency:
 - I. Quote information from other Government agency.
 - II. Report discrepancies in information called to person's attention.
 - III. Report interviewee's explanation for discrepancies.
- (2) Determine identity of original source for any pertinent information and interview. If agency unwilling or unable to identify its source, indicate reason and agency's evaluation.
- (3) When interviewing person previously interviewed by another Government agency, do not reveal interview based on previous investigation unless absolutely necessary. Such revelation necessary where contradictory information received, but identity of other Government agency should not be made known.
- (4) As general rule, not necessary to duplicate favorable investigation by CSC or employing agency
 - (a) Cover page(s) should show investigation not duplicated.

u. Applicants not to be interviewed

- (1) Persons under investigation are not to be interviewed without Bureau authority. If situation arises necessitating such interview, furnish facts to Bureau for approval.
- (2) Be guided by instructions in section 87, volume III, of this manual regarding interviews of individuals with subversive background.

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- (3) If person under investigation offers to furnish information, inform him that information furnished will be made available to interested department or agency. If possible, secure signed statement.
- (4) Pertinent results of previous interviews should be reported.
- (5) Exception
In cases in 116 classification and in investigations of maintenance employees, person under investigation may be interviewed without Bureau authority for purpose only of supplementing personal history data.

v. Agency checks

- (1) Leads for various national agency checks are set out by Bureau to appropriate offices (Washington Field in most instances).

Applicant's name is searched against records of House Committee on Internal Security and, if nature of his past employment, military service, or foreign travel so requires, against records of Civil Service Commission, Central Intelligence Agency, armed forces intelligence agencies, and any other appropriate agencies. If special circumstances so dictate, the applicant's name can also be searched against records of the Passport Office, Department of State. In LEUN cases, files of Senate Internal Security Subcommittee are also checked.

- (2) If applicant is known to have been previously processed for clearance by Atomic Energy Commission, security files of appropriate area office or offices of Atomic Energy Commission which handled clearance procedures should be checked.

w. Terminology

- (1) Refrain from stating interviewee "unable to furnish any derogatory information." Report specifically what interviewee furnishes.
- (2) Refrain from using "pattern language" in reporting interviews, such as language indicating all persons described employee as "100% American."

x. Admissions, denials, or falsifications

- (1) Report pertinent admissions, denials, or explanations of membership in subversive organizations.
- (2) Develop any misrepresentations, falsifications, or omissions of material facts.

y. Qualifications and ability

- (1) Inquiries concerning qualifications and ability not necessary except in certain type of cases noted later in this section or unless so instructed by Bureau in a specific case. If necessary, questions should be directed toward obtaining all available data regarding past employment experiences, positions held, and duties and responsibilities involved in those positions.

4. Derogatory information

a. Necessity for thoroughness

- (1) Many agencies for which we conduct investigations have set up hearing boards to consider derogatory information in FBI reports. These reports may be used by agency to interview individual or they may furnish statement of charges to applicant and afford him a hearing. Publicity may result. It is most essential that investigations be thorough, complete, and factual to avoid any basis for criticism of Bureau and its investigation.

(2) Ascertain facts on which are predicated any derogatory conclusions on part of person interviewed. If it is impossible to obtain information resolving a question of identification, report shall definitely show this to prevent any person reading report from drawing conclusion that question of identification has been resolved.

(3) Identify and interview original sources of derogatory information. It is not sufficient to receive such information indirectly or secondhand. If for some reason it is impossible to interview original source, report should clearly show reason.

(a) Documents on which allegation first recorded in office files must be carefully reviewed.

(4) Field offices discovering derogatory data must insure that sufficient investigation is conducted to verify or disprove it. Advise expeditiously other offices which should be cognizant of derogatory information in order to conduct adequately their part of investigation. If agency check discloses derogatory data and a question of identity is involved, office checking agency is to report fully information obtained; initiate necessary investigation to resolve question of identity; and set out leads to interview original sources.

b. Handling information derived from file searches

Data derived from file searches on applicant, relatives, references, and associates should be utilized in connection with investigation and as lead material. Pertinent information from files should also be organized for inclusion in report.

(1) Information on applicant

Office discovering derogatory information in its files on applicant should organize and report it unless data are contained in case in which another office is origin which division has received copy of Bureau letter initiating investigation. In latter event, only office of origin in previous case should report data.

(2) Information on reference or other person to be interviewed
Office conducting interview has primary responsibility to report derogatory information. If this office has incomplete information but another office, such as office of origin, has complete information, office conducting interview must insure that office having complete data reports it fully.

C. FRAUD VIOLATIONS

Possible fraud against the Government (FAG) violations are sometimes detected during applicant-type investigations. They result from falsification or concealment in questionnaire or application executed and submitted to Government by applicant in apparent belief that true recitation of facts would prejudice opportunity for employment.

1. Applicable statutes

- a. Title 5, USC, §§ 3333 and 7311
- b. Title 18, USC, §§ 1001 and 1918

2. SGE and LEUN

- a. Where possible violations of above statutes are indicated, Bureau furnishes reports to Internal Security[Section, Criminal]Division of Department of Justice for prosecutive consideration. Do not present to USA.
- b. If alleged false statements detected, advise Bureau and auxiliary offices immediately.

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- c. Investigate possible fraud violation simultaneously with SGE or LEUN investigation. Separate case should not be opened.
- d. Investigation must include but not be limited to the following:
 - (1) Develop prospective witnesses and admissible evidence.
 - (2) Obtain copies of pertinent documents and attach as exhibits to report.
 - (3) Ascertain facts surrounding execution of pertinent documents. Be alert for any facts indicating willful or unwillful falsification of documents.
 - (4) Do not interview without Bureau authority.
 - (5) If individual is still employed and Department has not authorized prosecution, do not add "Fraud Against the Government" to character.
- e. Discontinued investigations
 - (1) If facts indicate possible violation of above statutes, add "Fraud Against the Government" to character.
 - (2) Submit report including facts developed up to discontinuance of investigation, pertinent information from office files, and facts indicating possible violation.
- 3. Violations involving security aspect in other applicant-type cases
 - a. [Deleted]
 - b. Bureau furnishes reports to Department for prosecutive consideration. Do not present to USA.
 - c. Do not interview applicant without Bureau authority. Bureau will not normally authorize interview unless Department requests interview.
- 4. Violations not involving security aspect in other applicant-type cases
 - a. Examples: false denial of arrest or misrepresentation of other material facts
 - b. Present USA.
 - (1) Exceptions:
 - (a) If investigation is on prominent person, such as may frequently be the situation in special inquiries for White House, congressional committees, departmental applicant, and U. S. Courts applicant cases, do not present to local USA. Advise Bureau immediately by teletype, and furnish information to Bureau in cover page(s) accompanying investigative report.
 - (b) Cases involving petty or immaterial offenses, such as an arrest for drunkenness or other minor misrepresentations, are not to be presented to local USAs. Such cases are to be brought to Bureau's attention by cover page(s) accompanying investigative report.
 - c. Interview applicant and endeavor to obtain signed statement under oath.
 - (1) If investigation is on prominent person, such as described above, do not interview without Bureau authority.
 - (2) If case involves petty or immaterial offense, such as an arrest for drunkenness or other minor matters, do not interview without Bureau authority.
 - d. Discuss case with USA as early as feasible to preclude unnecessary investigation if he advises he would not authorize prosecution.
 - e. Set forth in report opinion of USA.
 - f. Discuss with USA any legal questions regarding venue. Venue has been held to lie in district in which document is submitted or received by Government agency or its officer. Therefore, determine and report facts in that regard. Inasmuch as witnesses are usually located in district in which document was received by Government agency, cases should generally be presented to USA in that district.

SECTION 19. APPLICANT AND EMPLOYEE INVESTIGATIONS CONDUCTED 19C - D
FOR OTHER GOVERNMENT AGENCIES

- g. Primary responsibility for initiating action to handle possible violation rests with office discovering and reporting it.
- h. It may be desirable to furnish USA, probably as enclosure with report, photostat or copy of original fraudulent document.
- i. When applicant phase of investigation is completed but USA defers opinion or prosecutive action is awaited, submit pending report.
- 5. Instructions pertaining both to violations involving security aspect and to violations not involving security aspect in other applicant-type cases
 - a. Statute of limitations: five years
 - b. Character: Use dual character - applicant character and FAG.
 - c. Separate case not to be opened. Investigate fraud violation simultaneously with applicant investigation.
 - d. Complete investigation within deadline period.
 - e. Ascertain and report willingness of witnesses, including those referred to by T symbols, to testify in trial proceedings.
 - f. Obtain signed statements from witnesses where possible.
 - g. Give consideration to placing witnesses under oath in interview and in signed statement. Not normally necessary to place under oath such witnesses as those who would merely introduce documentary evidence, such as fraudulent application or arrest record. Use good judgment and common sense in this respect.
 - h. If applicant is interviewed, endeavor to obtain signed statement under oath. Interview, if conducted, should develop facts as to willfulness and reasons for false statement.
 - i. Review original signed fraudulent document. Report all pertinent facts regarding it, particularly describing false statements. It will usually be desirable to quote verbatim in report specific questions and answers constituting false statements.
 - j. Ascertain and report facts surrounding execution of questionnaire by applicant. Interview any person who interviewed applicant and assisted him in executing questionnaire, ascertaining whether witness will testify that applicant was asked all questions on form and that applicant was afforded opportunity to read completed form. Be alert for any faulty procedure in executing form which might affect possibility of successful prosecution and for evidence tending to show willfulness or lack thereof.
 - k. Keep Bureau advised of pertinent developments, particularly in cases which may involve considerable public interest or where a Government agency obviously has interest in developments as they occur.
 - l. Add one copy to number of copies of report normally furnished Bureau in respective classifications.
 - m. Refer to section 47, volume II, of this manual dealing specifically with FAG violations for additional instructions.

[D. SPECIAL INSTRUCTIONS AND EXCEPTIONS

- 1. AEAA and AEAE cases (other than those referred to Bureau by CSC)
 - a. "De Novo" investigations
Persons previously investigated by CSC for AEC who are elevated to positions of importance or sensitivity must be reinvestigated by Bureau from the beginning ("De Novo"). Persons raising questions concerning dual inquiries should be told law requires FBI investigation. CSC reports of prior investigation are furnished field offices for lead material and must be returned to Bureau as enclosure to FBI report.

SECTION 19. APPLICANT AND EMPLOYEE INVESTIGATIONS CONDUCTED
FOR OTHER GOVERNMENT AGENCIES

- b. AEAE reinvestigation cases
 - (1) Bureau receives requests from AEC for reinvestigations of persons originally investigated several years previously who have since been employed on atomic energy program. Investigation is conducted to bring previous investigation up to date and to supplement it in all necessary respects so as to render total investigation commensurate with present standards.
- 2. Referral cases received from CSC under Public Law (P. L.) 298
 - a. P. L. 298 provides for referral to Bureau for full background investigation certain cases investigated by CSC in which disloyal information has been developed. Attachments to order letter initiating investigation will clearly show that case has been referred to Bureau by CSC under P. L. 298 and will also show basis for referral. Referrals are based on results of file checks by CSC and on information developed during its investigation.
 - b. CSC discontinues its investigation when disloyal data are developed and furnishes results to Bureau. Each office is furnished results of CSC investigation in its territory, the basis for referral by CSC, and any pertinent derogatory information developed by CSC. Do not repeat in Bureau reports information contained in CSC reports, as CSC will furnish results of its investigation to interested agencies. Department has ruled that Bureau must accept such cases from CSC whenever there is any subversive derogatory information on the applicant, his relatives, references, or associates.
 - c. Utilize information developed by CSC as a source of leads. Cover all leads in your territory not previously covered adequately by CSC. Interview persons who furnished derogatory information as shown in CSC reports.
 - d. Resolve questions which prompted CSC to refer case to Bureau. Determine degree of association between applicant and any individual on whom CSC has furnished derogatory information. Contact informants in appropriate instances. Do not limit investigation to developing disloyal data, but also ascertain information regarding character and associations of applicant and his relatives.
 - e. When CSC reports show all investigation covered in your territory, examine indices concerning applicant and any close relatives or references residing in your territory. If indices negative, submit RUC letter or routing slip containing names of persons on whom indices were checked. If pertinent information is found in your files, conduct appropriate investigation and include results in report.
- 3. Referral cases received from CSC under other public laws
 - a. National Aeronautics and Space Act of 1958
 - b. Peace Corps Act
 - c. Arms Control and Disarmament Act
 - d. Foreign Assistance Act of 1961, as amended

In handling the above cases, follow instructions set out under "2. Referral cases received from CSC under P. L. 298."

- 4. Special inquiries for White House, congressional committees, and other Government agencies
 - a. Code word "SPIN" in all communications in this category indicates request for investigation emanates from office of President or other top governmental officials and therefore demands every possible priority. Code word "SPIN" will be substituted for following specific instructions:

- (1) Handle promptly and thoroughly. Assign experienced personnel and sufficient personnel to assure completion by deadline date. Set out leads by airtel, unless instructed by Bureau to use teletype, directing all such correspondence to Bureau, as well as to offices receiving leads. This correspondence must also include code word "SPIN" to insure that these instructions will be followed. Complete names of all close relatives and their current addresses must be verified by independent investigation and appropriate checks made concerning them. Mere checking of credit records or city directories is not sufficient to verify residence of a relative. Complete names of all adult and minor children and their ages must be determined, as well as their places of residence. Parents' names must be set out in full; and if deceased, same should be reported. Where appointee is an attorney, pertinent bar and grievance records must be checked, including American Bar Association. Those cases involving possible Presidential appointees must include a determination of individual's ability; and if poor financial background is developed, special inquiry must be made to determine whether any tax liens have been filed and results of any litigation regarding bad debts must be obtained. Do not divulge position involved to persons interviewed.
- (2) Professional titles of persons interviewed must be complete; i.e., Major General John J. Jones, United States Army, retired, should be set out rather than merely General John J. Jones, United States Army.

5. Departmental Applicants (DAPLI) [and U. S. Courts Applicants (USCAPLI)]

- a. Investigations this category usually ordered by airtel and the character Departmental Applicant (DAPLI) or [U. S. Courts Applicant (USCAPLI)] means: give preferential and expeditious attention; develop qualifications in addition to character, loyalty, and associates; ascertain names of all close relatives and verify current addresses by independent investigation, as well as make arrest checks; [advise Bureau of identity, birth and death of any deceased relatives not previously identified;] set out leads by most expeditious means commensurate with deadlines; and comply with following specific instructions where applicable.

- (1) Investigations of persons considered for judicial [positions,] USAs, U. S. Marshals, [U. S. Magistrates and Court executives] must include, in addition to usual interviews, as many interviews as each case warrants with U. S. circuit judges and U. S. district judges in district where vacancy exists.
- (2) If applicant an attorney, membership in bar associations must be verified, records of grievance committees of these associations checked, and representative number of bar association officials or members interviewed concerning him.
- (3) When applicant being considered for Federal judicial position, president of bar association should be interviewed.
- (4) Above persons should be requested to furnish names of prominent attorneys in locality acquainted with applicant. Attorneys interviewed should represent political party of which applicant member and opposing political party or parties, as well as attorneys with whom the applicant has associated and those who have opposed him.
- (5) [In positions,] such as judges, lawyers, [U. S. Courts applicants,] economists, analysts, etc.; Bureau required by Department [and Administrative Office of the U. S. Courts] to ascertain qualifications of applicant. Comments of each person interviewed when such comments have bearing on individual's qualifications should be set forth in report.

[(6)] Investigations of persons for judicial positions, United States Attorneys, United States Marshals, [U. S. Magistrates, Federal Public Defenders and Referees in Bankruptcy] should develop as much information as possible concerning a candidate's leanings toward civil rights and should include the following:

[(a)] Possibility of candidate belonging to any racially prejudiced organizations

[(b)] Where appropriate check newspaper morgues, bar journals or other publications to review speeches made by, articles written by, or statements made by him relative to racial or other controversial matters. (Resolve doubt concerning relevancy of publication by making it an enclosure to report.)

[(c)] Contact with civil rights leaders in candidate's community to ascertain their feelings regarding candidate

[(d)] Interview of Negroes in community who are personally familiar with candidate, particularly employees of candidate, to ascertain their opinion as to whether candidate is fair in his profession as an attorney

[(e)] Interview of church people; i.e., priests, ministers, rabbis, etc. This should not be restricted to representatives of candidate's religious affiliation.

[(f)] Interview of USA in candidate's judicial district

[(7)] Interview labor leaders, sufficient state and local officials of major political parties, local law enforcement officials, and personal physician concerning appointments for judicial positions, U. S. Attorneys, U. S. Marshals, and [U. S. Magistrates.]

[(8)] All Federal judges, United States Attorneys, United States Marshals and high Departmental officials, subject to U. S. Senate confirmation should be interviewed for a complete list of all organizations in which they have had membership in the past or are presently members. This list should be set forth in first part of report under caption Organizational Affiliations.

(9) U. S. Courts - Applicant investigations are conducted at the specific request of the Administrative Office of the U. S. Courts (AOUSC), Washington, D. C., and any Federal judge requesting an investigation should be respectfully referred to AOUSC, Washington, D. C. The positions involved are: U. S. Magistrates, Federal Public Defenders, Referees in Bankruptcy, Federal Circuit Court Executives, and Probation Officers.

In above cases investigations of these applicants should include interviews with appropriate Federal and circuit court judges covering the districts where the applicant is to be employed. In Probation Officer investigations, interview presiding judge in court where applicant is to be employed.

[b.] If persons contacted raise any question regarding above inquiries, advise they are being conducted at request of the Deputy Attorney General [or the Director, Administrative Office of the U. S. Courts.]

[c.] If impossible to submit RUC report in these cases to reach Bureau by deadline date, submit pending report to reach Bureau by deadline date. Explain in cover page(s) why investigation not completed.

6. Maintenance employees

a. [FBI Headquarters (FBINQ)] maintenance employees

Investigations are conducted on maintenance employees in Justice Building, Identification Division Building, and other buildings in which Bureau operations are located.

(1) Scope of investigation same as set out under item B3, above; however, full field investigations are not necessary on maintenance employees having intermittent access to [FBINQ] space for short periods of time, such as a minor repairman. A

limited inquiry as set out under item 6b, (1), below, should be conducted of these persons unless information is obtained that would make a full field investigation necessary.

(2) Administrative procedure

Because the only information available in these cases is job description and residence address, Bureau sends a form letter to Washington Field Office to interview maintenance employee for (a) background data, (b) to obtain fingerprints or substitute FBI number or service, serial number identified as maintenance employee, (c) [deleted] and (d) to advise employee that material false statements are violation of fraud statutes. Immediately upon completion of interview, WFO is to set out results in a pending report. Set out deadline date on cover page. WFO is to submit FD-9 and fingerprints as enclosures to pending report. Report should include background data and names of close relatives.

b. Field office maintenance employees

All maintenance employees having access to FBI space in field office headquarters or resident agencies are to be checked by either a limited-type inquiry or a full field investigation depending upon circumstances. Full field investigations are not necessary on maintenance employees having access to resident agencies or employees having intermittent access to field office space for short periods of time, such as a window cleaner or a minor repairman, unless an office is in possession of information that would make a full field investigation necessary.

(1) Limited inquiry

Names of employees must be searched through (a) field office indices and (b) local law enforcement agencies. Upon completion submit form FD-316 to Bureau including (a) results of office indices and agencies checks, (b) background data, (c) fingerprints of employee or FBI number or service serial number identified as maintenance employee, and (d) a recommendation as to access. If access is recommended, UACB terminology should be used; if denial of access is recommended, prior Bureau authority must be obtained before denying access. Inasmuch as adjudication is made at Bureau, complete details surrounding any derogatory information should be ascertained and reported at time FD-316s are submitted. If employee employed by U. S. Government and derogatory information is developed, submit with FD-316s a letterhead memorandum for appropriate dissemination at Bureau.

Bureau will search names against central indices and identification records and will advise field of additional investigation to be conducted only if pertinent data obtained or recommendation not accepted.

(2) Full field investigation

If employee does not fall in limited inquiry category, full field investigation must be conducted.

(a) Scope of investigation same as set out under item B3, above.

(b) Administrative procedure

I. Office of origin (field office where employee employed) is to furnish Bureau and lead offices immediately upon completion of interview a pending report setting forth results of interview for purpose of obtaining background data. Report should include background data and names of close relatives. In addition, submit FD-9 and fingerprints as enclosures to the pending report. Set out deadline date on cover page. In each case, two copies of report should be furnished to WFO to check HCIS records. CSC records should be checked if employee employed by U. S. Government.

II. Upon completion of investigation, auxiliary offices must furnish copies of reports to office of origin. Office of origin is to:

- (A) If employee employed by U. S. Government and derogatory information is developed, furnish Bureau with one copy each of all reports and advise by cover page(s) accompanying report its recommendation concerning access. If access is recommended, UACB terminology should be used; if denial of access is recommended, prior Bureau authority must be obtained before denying access.
- (B) If person not employed by U. S. Government and derogatory information is developed, furnish Bureau by letter (1) a summary of derogatory information and (2) a recommendation concerning access. If access is recommended, UACB terminology should be used; if denial of access is recommended, prior Bureau authority must be obtained before denying access.
- (C) If no derogatory information is developed in field office maintenance investigations of either governmental or nongovernmental employees, advise Bureau by letter and include UACB recommendation concerning access.
- (D) Office of origin may destroy reports received from auxiliary offices when no derogatory information has been developed; however, copy of own report must be retained in field office file.

(3) In either type of case, include with your recommendation regarding access hours employee is to perform in Bureau space, duties to be performed, and whether in presence of Bureau employees.

c. In either type of case, it is permissible, after clearing with employer, to interview employees to secure background data and fingerprints. If employer is reluctant to permit this and if necessary data cannot be secured from other sources, Bureau should be so advised.

d. FD-9 will be used to report to field results of identification and negative Bureau records searches.

7. SGE and LEUN

a. Receipt of complaints, discovery of information in office files, or through other investigations

(1) Information relating to matters described in section 8(d) of EO 10450 requires investigation by Bureau.

- (a) Obtain complete details from complainant.
- (b) If complainant not original source, interview original source if he can be readily identified and located.
- (c) Verify employment and determine
 - I. Complete background
 - II. Complete title of position and name of employing agency
- (d) Furnish Bureau all pertinent information including results of check of office files.
- (e) Conduct no further investigation in absence of Bureau authority.

- (2) Derogatory information not requiring investigation by Bureau (§ 8(a) (1) of EO 10450)
 - (a) Submit to Bureau by letterhead memorandum, original and three copies, suitable for dissemination.
 - (b) If appropriate, in accordance with Manual of Rules and Regulations, part II, section 5, disseminate to local officials of agency concerned.
- b. Request by other agencies in field for Bureau investigation pursuant to section 8(d) of EO 10450
 - (1) Accept request for transmittal to Bureau and inform requesting agency such investigations initiated and correlated at Bureau headquarters and in future it will be more desirable for request to be made to Bureau headquarters.
 - (2) Forward request, together with all pertinent data in office files, to Bureau.
 - (3) Conduct no investigation in absence of Bureau authority.
- c. Full field investigations of Army, Navy, and Air Force civilian personnel
 - (1) At inception of investigation, appropriate office notify intelligence representative of interested department that investigation being conducted under EO 10450.
 - (2) Notification may be any form most convenient to field office.
 - (3) Office file must show notification given and what information furnished.
- d. Preliminary inquiries
 - (1) Purpose - to determine identity, employment status (except LEUN), significance of available information in ascertaining if sufficient basis exists to warrant full field by Bureau under standards referred to in section 8(d), Executive Order 10450, or part II(2) of Executive Order 10422.
 - (2) Copies of letter initiating preliminary inquiry and copies of security form and other available documents of pertinence will be furnished by Bureau to all offices having possible leads in event of subsequent conversion to full field.
 - (3) Only those offices having specific leads, and office responsible for verifying current employment status should open new case and make appropriate inquiries. Other offices will open case and conduct requested preliminary inquiry only upon receipt of pertinent leads during preliminary inquiry.
 - (4) Those offices having no leads in preliminary inquiry should place Bureau correspondence in 140-0 or 138-0 file, or appropriate subfiles where practical, pending conversion to full field or receipt of specific leads to be covered during preliminary inquiry. If no specific leads received and case not converted, all copies of preliminary inquiry letter, enclosures, and index card are to be destroyed at expiration of one year from date of Bureau letter initiating preliminary inquiry. Disposition of this material should be noted on file cover.
 - (5) Inquiry must be directed to specific objective requested.
 - (6) Derogatory information must be developed and reported.
 - (7) Leads to interview references, employers, neighbors, etc., should not be set out for other offices during preliminary inquiry unless it appears they are pertinent to objective of preliminary inquiry.

SECTION 19. APPLICANT AND EMPLOYEE INVESTIGATIONS CONDUCTED
FOR OTHER GOVERNMENT AGENCIES

(8) If substantive information of nature referred to in section 8(d) of Executive Order 10450 or part II(2) of Executive Order 10422 is developed, immediately convert to full field. Notify Bureau and auxiliary offices by airtel, including basis for conversion, source and reliability, additional investigative leads, and new Buded. (21 days from date of conversion.)

(9) Except for above instructions, general instructions relating to SGE investigations are applicable to preliminary inquiry-type investigations.

e. Interviews

If asked why individual being investigated in SGE case, state that under an Executive order all Government employees or applicants are checked as part of the Federal employee security program.

Mr. _____ is being checked under this program.

f. Dissemination of reports

If request received in field for copies of SGE reports, advise that these investigations supervised and correlated at Bureau and such requests should be directed to Bureau. No local dissemination of SGE reports.

E. POTENTIAL[ADMINISTRATIVE INDEX(ADEX)]SUBJECTS

1. Persons investigated under these programs are potential [ADEX] subjects and should be so considered.
2. Where disloyal information developed concerning applicant by office not covering individual's residence, copy of report should be furnished office covering residence of individual under investigation so that office may consider case under[ADEX]program.

F. NAME CHECKS FOR FEDERAL JUDGES

At request of a Federal judge, field is authorized to search names of persons being considered for court position through field office indices and to furnish pertinent information to Federal judge. Care must be taken to protect Bureau's sources, informants, and techniques. Field may not accept from Federal judges requests for investigation on personnel under their jurisdiction.

A. STATUTES

Title 18, USC, § 844(d) - (i), effective 10-15-70.

B. VIOLATIONS

1. - § 844(d): Interstate transportation of explosives or incendiary devices with intent to injure or intimidate a person or damage property.
2. § 844(e): Use of telephone, mail or other instrument of commerce to transmit a bomb threat.
3. § 844(f): Use of explosives or incendiary devices to damage any property owned or used by the U. S. Government or any institution or organization receiving Federal financial assistance.
4. § 844(g): Unauthorized possession of explosives or incendiary devices in a building owned or used by the U. S. Government.
5. § 844(h): Carrying or using explosives or incendiary devices during the commission of any Federal felony.
6. § 844(i): Use of explosives or incendiary devices to damage any property used in an activity affecting interstate commerce.

C. PENALTIES

1. § 844(d), (f) and (i).
 - a. \$10,000 and/or 10 years
 - b. \$20,000 and/or 20 years if personal injury results.
 - c. Any term of years or life imprisonment or death penalty if death results.
2. § 844(e)
 - a. \$5,000 and/or 5 years.
3. § 844(g)
 - a. \$1,000 and/or 1 year.
4. § 844(h)
 - a. Not less than 1 nor more than 10 years.
 - b. For second and subsequent convictions, not less than 5 nor more than 25 years and there shall be no suspended or probationary sentence.

D. DEPARTMENTAL GUIDELINES

1. [Statutory jurisdiction concerning above violations lies concurrently with FBI and Secretary of Treasury. Bureau of Alcohol, Tobacco and Firearms (ATF) handles Treasury's investigative responsibilities under above statute. Guidelines issued by Department effective 3-1-73 provide for jurisdiction as follows:
 - a. General
 - (1) § 844 (e), (f) and (g) - FBI.
 - (2) § 844 (d) and (i) - ATF.
 - (3) § 844 (h) - Agency having jurisdiction over underlying felony.
 - b. Exceptions
 - (1) Violations directed against diplomatic or quasi-diplomatic functions - FBI.
 - (2) Violations which appear at outset to have been perpetrated by terrorist or revolutionary groups or individuals - FBI.
 - (3) Violations directed against Treasury Department functions - ATF.
 - (4) Violations directed against Postal Service functions or involving explosives sent through the mail - Postal Inspection Service.
2. Guidelines state no investigation is to be conducted unless authorized by Department. However, guidelines provide authorization for immediate, full investigation by FBI in the following instances:
 - a. Any violation which appears at outset to have been perpetrated by terrorist or revolutionary groups or individuals.

ALL INFORMATION CONTAINED
HEREIN IS UNCLASSIFIED
DATE 12/27/00 BY SP-2 AKM/ATC

SECTION 23. BOMB THREATS
EXPLOSIVES AND INCENDIARY DEVICES

- b. Explosive (as distinguished from incendiary) bombing or attempted bombing of college or university facilities.
- c. Bombing or attempted bombing of property owned, possessed, used or leased by Federal Government, or by a Federal function such as National Guard, ROTC, or Selective Service.
- d. Any violation of § 844 (g), except those involving Treasury or Postal Service buildings.
- e. Any violation against diplomatic or quasi-diplomatic functions.
- 3. Regarding D. 1. b. (2) above, guidelines state that if ATF or Postal Inspection Service has properly initiated investigation and information is subsequently developed indicating apparent involvement of terrorist or revolutionary groups or individuals, responsibility shall be relinquished to FBI unless Department determines that such a transfer would unduly impair further investigative efforts.
- 4. Guidelines require prompt notification to the Department in each instance wherein an investigation is instituted under § 844. Such notification is also to be made to ATF and/or Postal Inspection Service if those agencies have a logical interest. Follow-up liaison and dissemination is to be made as necessary to avoid duplication of investigation. Also to be disseminated, in a manner not to interfere with active investigations, is information regarding types, sources, movement, and storage of explosives involved in such investigations.

E. POLICY

- 1. Immediately advise Bureau by teletype of all actual and attempted bombing incidents, whether explosive or incendiary, and location of hoax devices. Initial communication should fully describe the nature and function of the target of the bombing and cover the following points:
 - a. Whether or not investigation instituted.
 - b. If investigation not instituted, identify local investigating authorities and indicate that cooperative services, i.e., Laboratory and Identification Divisions and coverage of out-of-state leads, have been offered to them. If cooperative services not offered, advise reason.
 - c. Whether or not FBI assistance requested, and if request received, exact nature of assistance requested, identity of person making same, and whether request based on lack of local or state facilities or statutory violation.
 - d. Specific comment regarding indicated or probable motive. Include occupation and general reputation of victim if bombing directed against an individual.
 - e. Whether victim receives Federal financial assistance and whether property involved used in interstate or foreign commerce or in an activity affecting such commerce.
 - f. Applicability of state and local laws and likelihood of state or local investigative and prosecutive action.
 - g. Whether or not there is any information indicating the bombing is part of a pattern or plan by a particular subject or against a particular victim.
 - h. Specific comment that Secret Service, ATF and appropriate law enforcement and other logical agencies have been advised; also, that ATF advised as to whether or not FBI instituting investigation. Notice to military intelligence agencies is not required unless they have a

specific interest in the incident or unless dissemination otherwise required by the Delimitations Agreement or the Memorandum of Understanding between Justice and Defense Departments.

2. The following action should be taken regarding bomb threats:
 - a. Immediately advise appropriate local law enforcement agencies and Secret Service. Refer to E. 1. h. above regarding notice to military intelligence agencies.
 - b. If a bomb threat is directed against Bureau facilities or personnel, all logical leads to identify subject are to be covered immediately. Bureau space, if involved, should be searched by Bureau personnel.
 - c. Notify the Bureau in the following instances:
 - (1) By teletype, if threat concerns a diplomatic establishment, prominent person, or a situation which may result in widespread publicity.
 - (2) By teletype, if threat results in request by local authorities or private citizen for FBI investigation.
 - (3) By teletype, if threat is directed against Bureau facilities or personnel. If Bureau space involved, indicate same searched by Bureau personnel.
 - (4) By airtel (FD-365) and LHM, to be submitted same day, or following workday if threat received after regular working hours:
 - (a) If threat concerns a military or U. S. Government installation;
 - (b) If identity of subject is known, alleged, or readily available;
 - (c) If threat appears to be part of a pattern or plan by a particular subject or against a particular victim.
3. Violations of § 844 (h) should be handled in connection with the underlying felony and discussed with the U. S. Attorney handling prosecution of the underlying felony; if such prosecution is being handled by the Department, the violation will be discussed with the Department at Bureau Headquarters.
4. Notification to Secret Service and other agencies must be confirmed in writing the same day the information regarding the threat is received. If information received after normal working hours, written confirmation should be made the following workday. Include in confirmation the time and date of oral notifications and identify by name persons notified.
5. In those instances where notification to the Bureau by teletype is required, submission should not be delayed if all necessary information is not immediately available. Such additional information should be submitted by supplemental teletype as soon as it is available.
6. [Deleted]
7. LHMs furnished locally to Secret Service should be forwarded to the Bureau enclosing a copy of the LHM disseminated. FD-376 should also be utilized to inform Secret Service of information concerning individuals involved in illegal bombing or bomb making or who, because of their backgrounds, are potentially dangerous.
8. When active investigation is instituted, notify the Bureau by teletype, submit initial report within 10 days and submit subsequent reports at least every three weeks thereafter.
9. Disseminate all reports and LHMs to the U. S. Attorney.
10. Advise the U. S. Attorney telephonically of all incidents or threats reported to the Bureau. Unless circumstances dictate otherwise, such notification should be made during business hours.

SECTION 23. BOMB THREATS
EXPLOSIVES AND INCENDIARY DEVICES

11. All prosecutive decisions will be made by the Department; therefore, the U. S. Attorney should not be consulted for a prosecutive opinion and no complaints should be filed at the request of the U. S. Attorney without specific prior Bureau authority (See item 3 above for exception).
12. Bombings, attempted bombings and bomb threats constituting other substantive violations within FBI jurisdiction, such as Federal Train Wreck Statute, Destruction of Aircraft or Motor Vehicles, Civil Rights, Extortion, etc., should be handled in accordance with existing instructions pertaining to the particular violation involved. Bureau should be advised of the incident under appropriate substantive caption. Exceptions are situations involving bombings or attempted bombings of Government property and sabotage, which are handled as 174 matters.
13. Advise Bureau by teletype or telephone if ATF attempts to exercise any jurisdiction in a matter being investigated by the FBI or if any other problem is encountered with ATF.
14. Any actual, threatened or potential violence must be brought to the immediate attention of law enforcement agencies having the primary responsibility to protect life and property. When appropriate, this should be done in a manner that will fully protect the source.
15. All written bomb threats are to be submitted to the FBI Laboratory for document examination and to the Identification Division for latent fingerprint examination, whether or not active investigation is being conducted by the Bureau.
16. All offices should maintain liaison with military Explosive Ordnance Disposal (EOD) units and/or local law enforcement bomb squads in order that assistance can be promptly obtained if bombs or live explosives are encountered in connection with official investigations.
17. The United States Continental Army Command (CONARC) has EOD units stationed throughout the United States. These units, which have assisted the Bureau in the past, have personnel qualified to disarm bombs and handle and dispose of live explosives. Due to emergency conditions, requests for assistance from CONARC EOD units are usually oral. All such oral requests are to be confirmed in writing by letter addressed to the Commanding Officer of the EOD unit involved. CONARC does not have EOD units in Alaska, Hawaii, or Puerto Rico. Therefore, the Anchorage, Honolulu, and San Juan Offices should maintain liaison with Navy and/or Air Force units in their respective divisions.
18. Bombs are to be disarmed only by a qualified expert and Agents are not to assume responsibility for handling them. FBI Laboratory explosives specialists are available at all times for consultation and for active on-site participation in the examining, handling and disposal of live explosives where the circumstances warrant.
19. The cooperative facilities of the Bureau which are made available to local authorities are the services of the Laboratory and Identification Divisions and coverage of out-of-state leads. This area of cooperation does not include searching for bombs, except in those instances where Bureau space is involved.]

F. OTHER VIOLATIONS

1. The following are within the primary jurisdiction of Bureau of Alcohol, Tobacco and Firearms but Agents should be alert for such violations and they should be handled by the FBI if they arise during any substantive FBI investigation,
 - a. Title 26, § 5861(d) - (f): Unlawful manufacture, possession or transfer of a destructive device.
 - b. Title 18, §§ 841-843: Unlawful importation, manufacture, distribution, or storage of explosives.

G. PLAN OF ACTION FOR MAJOR CASES

1. Each office is to have a proposed plan of action which can become operative automatically whenever there is a bombing or attempted bombing which will be the subject of a major investigation.
 - a. These investigations are to receive top priority under the personal supervision of the SAC and should cover all investigative steps to insure that evidence is preserved and logical investigation instituted immediately.
 - b. Immediate consideration should be given to the advisability of requesting FBI Laboratory and/or Identification Division personnel to proceed to the scene.
 - c. Immediately account for the whereabouts of logical potential suspects and consider requesting nearby offices to account for the whereabouts of potential suspects in their divisions.

[H. [Deleted]]

I. SUSPECTS

1. Each office is to maintain on a permanent basis an up-to-date list of potential suspects. When a new suspect is added, he should be assigned to a designated Agent who will be responsible for developing background information as quickly as possible. Such background information should include suspect's residence, place of employment, hours of employment, description of automobile and license number, photograph, handwriting specimens, identification record, and whereabouts as of the dates of pertinent bombings in the past. A reliable neighborhood source should be developed and an alternate Agent should be designated to assume responsibility for the suspect in the absence of the assigned Agent. If the suspect may personally handle explosives, the Latent Fingerprint Section should be requested to include him in the appropriate section of the single fingerprint explosives file. The effectiveness of this file will depend upon the field offices furnishing complete information from their files. This should include the names and aliases, as well as descriptions and arrest or FBI numbers of suspects. In this connection the Bureau is not interested in the names of known safecrackers or persons known to have used explosives unless it is indicated that they may become involved in bombings.
2. It is not necessary to maintain a pending file on each suspect; however, an appropriate administrative device should be maintained to insure that place of residence and employment and description of automobile will be verified each six months. (FD-398 may be used for this purpose.)

SECTION 23. BOMB THREATS
EXPLOSIVES AND INCENDIARY DEVICES

J. STATISTICAL DATA

1. In order to computerize the number of bombings, attempted bombings and bomb threats FD-436 in duplicate is to be submitted to the Bureau with a file copy being retained in the field office. FD-436 is to be submitted as follows:
 - a. Within 10 days after each actual or attempted explosive or incendiary bombing and each hoax device is located.
 - b. Within 10 days after each bomb threat which is actually investigated.
 - c. By the 10th of each month summarizing bomb threats reported during the prior month. Threats which have been actively investigated should not be included in these monthly summaries since they have been reported on individual forms.
 - d. Whenever appropriate a supplemental form may be submitted. Such a form should be clearly marked "SUPPLEMENTAL."
2. The submission of FD-436 is not to be limited to cases handled under the 174 classification but is to be used in every matter that involves an actual or attempted bombing, a bomb threat or a hoax device. This will include matters being handled under various captions such as Sabotage, Federal Train Wreck Statute, Destruction of Aircraft and Motor Vehicles, etc.
- [3. In addition to the data reported on FD-436, the Bureau also compiles technical data concerning bombing incidents pursuant to its operation of the National Bomb Data Center (NBDC). Agencies which participate in the NBDC program should be urged to promptly submit the NBDC Incident Report Form for each bombing incident. The field office should submit a completed NBDC Incident Report Form on those cases which the Bureau investigates.]

K. CLASSIFICATION - 174

L. CHARACTER - "BOMB THREATS" OR "EXPLOSIVES AND INCENDIARY DEVICES"

A. BACKGROUND

The protection of the rights and privileges of the individual in this country is of the highest importance to our system of free enterprise and democratic government. During the past decade there have been a constant increasing awareness and interest in this problem by individual citizens, various organized groups, and by branches of the Federal, state, and local governments. The highly controversial subjects of race relations and of "States Rights" versus Federal action frequently complicate civil rights matters. This controversy, together with the public interest in these cases, frequently places the Bureau's investigations in the spotlight and, on occasion, is responsible for uninformed comment on these investigations by interested persons.

In view of the above, it is particularly important that the Bureau's usual thorough, expeditious, and strictly impartial methods be carefully followed in civil rights investigations and that the Bureau policy hereinafter set forth be strictly observed.

B. STATUTES

Title 18, USC, §§ 241, 242, effective 9-1-48, [amended 4-11-68; § 245 (Civil Rights Act, 1968), effective 4-11-68; and Title 42, § 1973 (Voting Rights Act, 1965), effective 8-6-65

1. Title 18, USC, § 241. Conspiracy against rights of citizens
 - a. Two or more persons conspire to injure, oppress, threaten, or intimidate any citizen
 - b. In the free exercise or enjoyment of any right or privilege secured to him by the Constitution or laws of the U. S., or because of his having exercised same; or
 - c. Two or more persons went in disguise on the highway, or on the premises of another
 - d. With intent to prevent or hinder his free exercise or enjoyment of any right so secured

Penalty: Fine of not more than \$10,000 or imprisonment not more than ten years, or both, and if death results, imprisonment for any term of years or life (as amended by Public Law 90-284, 4-11-68)

Section 241 prohibits a criminal conspiracy to injure or oppress citizens in the exercise of federally secured rights which include those guaranteed by the Constitution and laws of the U. S. and those individual rights covered in Title 18, §§ 242, 245; Title 42, § 1973; and the Civil Rights Act of 1964. A person acting under the color of law can also be charged with violation of section 241 should he conspire with a private citizen.

2. Title 18, USC, § 242. Deprivation of rights under color of law
 - a. A person acting under color of law, statute, ordinance, regulation, or custom
 - b. Willfully deprived or caused to be deprived from any inhabitant
 - c. Rights, privileges, or immunities secured or protected by the Constitution or laws of the U. S.; or
 - d. A person acting under color of law, statute, ordinance, regulation, or custom
 - e. Willfully subjected, or caused to be subjected, any inhabitant
 - f. To different punishments, pains, or penalties than prescribed for the punishment of citizens
 - g. On account of such inhabitant being an alien, or by reason of his color or race

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Penalty: Fine of not more than \$1,000 or imprisonment not more than one year, or both; and if death results, imprisonment for any term of years or for life (as amended by Public Law 90-284, 4-11-68)

Section 242 punishes any person acting willfully and under color of law to deprive any inhabitant of federally secured rights. The gist of this crime is the intentional misuse of the power of public office. The rights subject to deprivation by persons invested with such power run the gamut of all rights guaranteed by the Constitution, such as the right to due process and equal protection, the right to be free from unlawful search, arrest, and detention, and the right to be free from summary punishment. Also included are those rights protected by the laws of the U. S. as interpreted by the courts and specifically those rights set forth in Title 18, §§ 241, 242, and 245; Title 42, § 1973; and the Civil Rights Act of 1964. Section 242 may be violated by a private citizen if he acts in concert with a person acting under color of law.

3. Title 18, § 245. Federally protected activities (classification 44 unless otherwise indicated)
 - a. Prohibits willful injury, intimidation, or interference, or the attempt to do so, by force or threat of force of any person or class of persons because of his activity as:
 - (1) A voter, or person qualifying to vote, a candidate for elective office, a poll watcher, or an election official in any primary, special, or general election which includes all local, state, and Federal elections
 - (2) A participant in any program or facility provided or administered by the U. S. (classification 173 if the complaint arises from a matter covered by the Civil Rights Act of 1964)
 - (3) An applicant for Federal employment or an employee of the Federal Government (classification 173)
 - (4) A juror or prospective juror in a Federal court
 - (5) Participant in any program or activity receiving Federal financial assistance (classification 173 if the complaint arises from a matter covered by the Civil Rights Act of 1964)
 - b. Prohibits willful injury, intimidation, or interference, or attempt to do so, by force or threat of force of any person because of race, color, religion, or national origin and because of his activity as:
 - (1) A student or applicant for admission to any public school or college (classification 173)
 - (2) A participant in any program or facility provided or administered by a state or local government (classification 173 if the complaint arises from an incident covered by the Civil Rights Act of 1964)
 - (3) An applicant for private or state employment, or a private or state employee; a member or applicant for membership in any labor organization or hiring hall; or an applicant for employment through any employment agency (classification 173)
 - (4) A juror or prospective juror in a state court
 - (5) A traveler or user of any facility of interstate commerce or common carrier
 - (6) A patron of any public accommodation, including hotels, motels, restaurants, lunchrooms, bars, gas stations, theaters, arenas, amusement parks, or any other establishment which serves the public (classification 173)
 - c. Prohibits interference by force or threat of force against other persons who are or have afforded others the opportunity to participate or have aided or encouraged other persons to participate in any of the activities listed in items a and b, above

- d. Prohibits interference by force or threat of force against a person not participating for the purpose of intimidating a person who is participating in the activities listed in items a and b, above, or against a person participating in speech or peaceful assembly opposing the denial of the opportunity to participate in these activities

Penalty: Fine not more than \$1,000 or imprisonment not more than one year, or both. If bodily injury results, fine not more than \$10,000 and imprisonment not more than ten years, or both. If death results, imprisonment for any term of years or for life.

Prosecution may be brought under section 245 whether or not the criminal acts involve a conspiracy. However, evidence indicating a conspiracy in violation of section 241 should be included in reports.

Section 245 is applicable to any person or class of persons whether or not they acted under color of law.

Section 245 specifically provides that no prosecution of an offense described therein shall be undertaken except upon written certification of the Attorney General that prosecution by the U. S. is in the public interest and necessary to secure substantial justice.

4. Title 42, § 1973. Voting Rights Act, 1965
Forbids the states from imposing certain voting qualifications, standards, practices, and procedures to deny or abridge the right of any citizen to vote on account of race or color. It provides for the use of Federal examiners to register prospective voters and the assignment of Federal personnel to observe state and local elections. Sections 1973i and 1973j define a number of criminal offenses under the act within the investigative jurisdiction of the Bureau.
- a. Denial of the right to vote
Section 1973i (a) provides that no person acting under color of law shall fail or refuse to permit any person to vote who is entitled to vote, nor shall he willfully fail or refuse to give effect to such person's vote.
- Penalty - \$5,000 and/or not more than five years
- b. Intimidation of person voting or attempting to vote
The criminal penalties for intimidation of voters for section 1973i (b) were deleted by Public Law 90-284, 4-11-68. A violation of section 1973i (b) would also constitute a violation of the provisions of Title 18, § 245, and should be investigated under that statute which does provide criminal penalties.
- c. Vote fraud and bribery
Section 1973i (c) punishes fraud and other misconduct in connection with registering and voting in Federal elections, as well as the payment, or offer of payment, or acceptance of payment for registration or voting.
- Penalty - \$10,000 and/or not more than five years
- d. False statements
Section 1973i (d) punishes false statements to examiners or hearing officers.
- Penalty - \$10,000 and/or not more than five years
- e. Defacing election documents
Section 1973j (b) provides punishment for destroying, defacing, mutilating, or otherwise altering ballots, or other official records in any election in a political subdivision in which an examiner has been appointed.

Penalty - \$5,000 and/or not more than five years

C. RELATED STATUTES

Title 18, USC, § 243. Exclusion of jurors on account of race or color

Title 18, USC, § 244. Discrimination against person wearing uniform of armed forces

Title 42, USC, § 1971 (Civil Rights Act of 1957), authorizes the Attorney General to take civil action seeking injunctive relief to protect voting rights.

Public Law 86-449 (Civil Rights Act of 1960) adds subsections to Title 42, USC, § 1971, one of which operates in conjunction with civil suits provided for in Civil Rights Act of 1957. It makes provisions for the appointment of a Federal voting referee by the Federal court. For other aspects of Civil Rights Act of 1960, see sections pertaining to bombing matters, elections laws, fugitive matters, and obstruction of justice - obstruction of court orders.

D. POLICY

1. Definition of complaints

For purpose of this classification, a complaint is any allegation made or information received from any source not known to be unreliable, which includes legitimate public press or other legitimate news media, indicating a possible violation exists.

2. Institution of investigations on own initiative and pursuant to request of USA

- a. Department has instructed that Bureau may conduct a preliminary investigation of alleged routine violations of Title 18, USC, §§ 241, 242, 243, 245, on its own initiative and USAs are authorized to request FBI to conduct up to and including a preliminary investigation of any allegations of routine violations of these statutes. [In matters involving mass demonstrations, such as riots, marches, parades, student demonstrations, and major confrontations between local law enforcement officers and groups of persons, and in matters involving deaths, no investigation shall be conducted by FBI on its own initiative without prior clearance with Department, with the exception of requests received in writing from USAs for investigation in Civil Rights death cases not related to mass demonstration and confrontation-type situations in which instances you should institute immediate investigation.] Advise Bureau by wire of any complaint received from any source or any request from USA on such nonroutine matters and conduct no investigation without prior Bureau authority. In connection with Civil Rights complaints involving brutality or nonbrutality allegations against personnel of the U. S. Marshal's Office, Drug Enforcement Administration, Immigration and Naturalization Service and Bureau of Prisons, obtain initial facts of the complaint from complainant, victim or other original source and conduct no further investigation unless specifically instructed to do so by the Bureau. Advise the Bureau by telephone, teletype or airtel of receipt and nature of complaint and follow promptly with LHM. Furnish four copies of any LHM and three copies of any reports submitted in such complaints. If complaint is referred to you by USA's office with request for investigation, immediately advise Bureau by telephone and conduct no investigation UACB. It will not be necessary to advise USA of such referrals.
- b. Upon receipt of any request for investigation from USA, immediately advise Bureau by wire of facts of complaint and details of request from USA and conduct investigation requested of routine violations unless request is illogical or unwarranted or other circumstances known to your office indicate request should be referred to Civil Rights Division prior to instituting investigation. In such instances, furnish complete details and include your recommendations. Do not advise USA of your actions in such instances.
- c. Continue to handle investigations of allegations of routine violations on own initiative within scope outlined in this section relating to complaints of police brutality and nonbrutality and violations of Title 18, USC, § 245, except that if death has occurred no investigation is to be conducted without specific Bureau authority.

3. Handling of complaints

- a. Immediately advise Bureau of receipt of complaint by AMSD letter, airtel, teletype, or telephone, depending upon urgency of situation, setting forth briefly facts of complaint and action being taken. Form FD-365 may be used if information is submitted by airtel. This form may also be used to transmit letterhead memoranda to Bureau in these cases.
- b. Submit letterhead memorandum (LHM) instead of investigative report in any civil rights matter in which inquiry has been limited to interviews with complainants and/or victims. Existing instructions apply regarding use of form FD-302. If interviews are recorded on form FD-302s, copies of the FD-302s should be appropriately inserted in LHM.
- c. Complaints involving alleged brutality inflicted under color of law or alleged violation relating to a federally protected activity by force or threat of force under section 245 are to receive an immediate preliminary investigation unless some circumstance exists which would indicate such action to be undesirable or complaint involves mass demonstration or confrontation situations or death as described in item 2, above. If investigation is considered undesirable, immediately seek Bureau instructions on a UACB basis. If preliminary investigation is undertaken, it is to be completed and reported within 21 days of receipt of complaint; if no investigation is conducted, interview complainant and victim (if readily available) obtaining signed statements if possible and submit LHM within 14 days of receipt of complaint.
- d. If complaint does not allege brutality under color of law, a limited investigation is conducted immediately upon receipt of complaint. Exceptions to this procedure are set out hereafter under section F, exceptions to procedure of initiating preliminary and limited investigations. Bureau is to be immediately advised of receipt of complaint as indicated above and a closing report is to be submitted within [21] days of receipt of complaint.
- e. If victims are confined to hospitals or institutions and cannot be interviewed except in presence of those charged with their custody, interviews should not be attempted and Bureau should be immediately advised of such information.
- f. When interviewing victims of alleged brutality under color of law or of force or threat of force in connection with a federally protected activity, take photographs whenever possible of all injuries which are apparent to eye and/or which victim allegedly suffered. If alleged injuries are concealed by bandages or casts, photograph bandages or casts. Any damage to property resulting from use of force in connection with a federally protected activity must also be photographed. Give specific consideration to use of color film which often provides a more graphic portrayal of injuries or property damage. If in doubt as to proper color exposures, also take same pictures in black and white. SAC, ASAC, or field supervisor is to review each case to insure photographs taken if appropriate. If not possible to take photographs, show reason in details or on cover page, whichever is appropriate. Also set out in details of report a detailed description of injuries or property damage observed by the Agent.
- g. When no investigation is conducted, do not discuss complaint with USA.

4. Information relative to incidents of unusual local or national importance which may not at time indicate violation of civil rights should be forwarded to Bureau and liaison established with local authorities and Bureau advised of developments. No investigation is to be conducted unless specifically ordered by Bureau.
5. If you desire to contact a judge or a judicial officer in a civil or criminal action to determine disposition of a matter which may be pending before court, such action cannot be taken without prior Bureau clearance. Bureau must be advised precisely why such information cannot be obtained from sources other than court or judicial officer and must be furnished recommendation of SAC as to whether or not particular judge should be interviewed.
6. [At the outset, advise the responsible head or appropriate official of the agency or institution involved and, if a state agency or institution is involved, the governor or person acting in his absence, of the initiation of investigation.]

E. INVESTIGATIVE PROCEDURE

A preliminary investigation normally covers all of the below-listed procedures. A limited investigation normally covers all of the below-listed procedures with the exception the subjects are not interviewed unless they voluntarily desire to furnish information.

1. Thoroughly interview complainant and/or victim obtaining complete data, including names and addresses of subjects, additional victims, and potential witnesses.
2. Ascertain reliability and background of the complainant, victim, and/or subject.
3. Identify subjects and, if possible, suspects and interview them. If any reason exists for not interviewing subject, set forth reason in report. If the subject, be he a police officer or otherwise, requests the interview be conducted in the presence of his superior or any other single representative of his choosing, the interview may be conducted provided approval of the SAC has been obtained. The interviewing Agents should insure they do not volunteer the information they will conduct the interview of the subject under such conditions prior to making efforts to conduct an unrestricted interview. Any difficulty experienced in connection with interview of a subject law enforcement officer must be brought to the attention of the Bureau immediately. If a Chief of Police or acting head of such department declines or indicates a reluctance to make a police officer available for interview, you should nevertheless advise such official that it will be necessary to personally contact each police officer involved for a personal expression of his desires. Your office must then contact each officer personally and ascertain whether or not he desires to be interviewed.
4. Interview not only available pertinent witnesses but all known eyewitnesses to the incident.
5. Check jail and court records when victim has been arrested. If the complaint relates to a federally protected activity, determine what complaints have been made to local authorities regarding the act of interference and what, if any, action is contemplated or has been taken.
6. Check hospital records and interview doctors if victim or subject received hospital attention and also identify and interview all persons present when victim received medical attention as well as the persons who transported or accompanied victim to the hospital or doctor. [If victim required medical treatment and if warranted, have victim execute FD-465 (Authority to Release Medical Information), if he appears legally competent. If under age, FD-465 should be executed by parent or legal guardian.]
7. Take appropriate color and black and white photographs of complained-of injuries or damage to property if possible and locate and preserve any physical evidence.
8. After completion of investigation, unless Bureau instructs otherwise, USA should be contacted for his views as to merits of particular case and whether or not further investigation is desired. If he suggests further investigation, a report should be submitted showing information developed and views of USA. Advise Bureau by wire or airtel, depending on urgency, of specific investigation requested, and conduct investigation unless information known to your office indicates request should be referred to Department before proceeding. USA is not to be advised of your action in this regard.

If USA is unable or unwilling to furnish his views at time of initial contact, he should be followed on a day-to-day basis until such is obtained. If USA indicates he desires to furnish his views directly to Department or views will not be forthcoming promptly, set forth this in report with statement to effect that in light of comments of USA, this matter will no longer be followed with USA for his determination unless specifically requested by Department. Report should not be delayed to report additional investigation but a supplemental report submitted. USA cannot decline prosecution inasmuch as final determination of prosecution rests with Civil Rights Division of Department. Consequently, no arrests are to be made or complaints filed without Bureau authority.

9. Information which is furnished should show that you have exhausted all reasonable efforts to cover the requirements set forth for an adequate preliminary investigation. If victims are unavailable for interview, this should be pursued until they are interviewed or justifiable reasons exist why they cannot be interviewed. The same requirements hold true for complainants, known eyewitnesses, doctors who have examined the victims, police officers, etc. In the event a preliminary investigation is not completed by the deadline because witnesses are unavailable, this should be set forth in your report which will be submitted to the Bureau to meet the deadline. You must continue your efforts to locate and interview the unavailable witnesses. Any discontinuance of investigation must be justified and set forth in your report by full explanation.

F. EXCEPTIONS TO PROCEDURE OF INITIATING PRELIMINARY AND LIMITED INVESTIGATIONS

In following instances, interview complainant or victim if readily available and submit letterhead memorandum to Bureau within five days of receipt of complaint. Furnish a copy of letterhead memorandum to USA, but do not contact him for his views. Conduct no further investigation UACB.

1. Deleted
2. Alleged failure of any public official to take official action. Involves cases in which a public official, who is a witness to or cognizant of, a deprivation of the civil rights of an individual, such as an assault upon that individual, fails to take appropriate action to protect the individual's person or rights.
3. Alleged deprivation of civil rights in connection with trial, conviction, or sentence. Includes allegations of improper extradition procedures.
4. Alleged deprivations relating to or growing out of treatment of incarcerated persons or concerning the administration of prisons or jails. Allegations of brutality handled as cases involving police brutality.
5. Alleged unlawful deprivation of property by purported action of any public agency. Involves cases relative to imposition of zoning restrictions on property, exercise of eminent domain without due process of law, and like situations.
6. Upon receipt of complaints under Title 42 (Voting Rights Act of 1965) alleging violations of section 1973i (a) (denial of the right to vote), 1973i (c) (vote fraud and bribery), 1973i (d) (false statements), and 1973j (b) (destroying or defacing election documents)
7. Upon receipt of a complaint alleging violation of Title 18, § 245 (federally protected activities), where the alleged act of interference results from means other than force or threat of force
8. Whenever there are other circumstances indicating that immediate investigation may not be desirable, the facts will be brought promptly to the attention of the Civil Rights Division for a determination as to the action which should be taken.

G. MISCELLANEOUS INSTRUCTIONS

1. If the initial closing report showing the completed preliminary investigation or limited investigation is not submitted within 21 days of receipt of complaint, SAC must submit to Bureau reasons for failure to meet deadline, together with his recommendations for administrative action. This communication must be submitted to Bureau on same date as report. This procedure should also be followed in exceptions to preliminary and limited investigations when the letterhead memorandum is not submitted within five days of receipt of complaint.
2. No full investigation should be conducted unless approved by the Bureau.
3. Investigations are to be given immediate, preferred, and continuous attention and handled in an impartial manner.
4. Investigations are to be assigned to mature and experienced Agent personnel, preferably those Agents trained and experienced in handling such cases. Agents handling such cases should avoid using any investigative techniques or expressing opinion which might indicate prejudice.

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5. Civil Rights investigations are not to be assigned to Agents (a) who are former police officers, (b) who have close relatives in the police department involved, or (c) who are natives of the localities involved. Good judgment must be utilized and these cases will not be investigated by Special Agents who have excellent, close working relationships with the officers who are the subjects of such investigations and/or with the specific law enforcement or other agency involved. Special Agents will continue to be responsible for conducting a thorough interview and obtaining full details from the initial complainant whether he be the victim or otherwise even though they may have excellent, close working relationships with the officers or the specific law enforcement or other agency involved in the complaint.
 6. Two Agents should be present at all interviews of subjects and potential subjects. Other interviews should also be conducted by two Agents whenever circumstances indicate this should be done to protect the Bureau's interest.
 7. Signed statements should be obtained from the victim, the subject, and all witnesses if possible.
 8. Two copies of all exhibits should be forwarded to Bureau, one copy to USA, and one copy retained in division file.
 9. Local law enforcement officers may not be used in any manner at any time in investigation without Bureau authority.
 10. Advise Bureau of any controversy, criticism, or unusual publicity in connection with these cases.
 11. Be alert for any type of activity in division which may result in civil rights violations. Be sure that problems arising from such activity are reported and develop adequate informant coverage to insure effective and prompt results if complaint received. See section 122, volume IV, of this manual for coverage of organizations and groups in connection with civil rights matters.
 12. When the Department requests the Bureau to follow and report the results of local or Federal action being taken against a subject or victim, such information must be submitted by investigative report. Submission of this type of report must receive expeditious attention.
 13. Furnish copy of report or letterhead memorandum to USA unless Bureau instructs otherwise.
 14. In connection with notification to head of agency whose personnel is involved in a civil rights allegation or in conducting interviews with subjects and others in civil rights cases, do not identify source of complaint. If necessary to effect identification of officers or incident involved, it is sufficient to state to effect that a civil rights investigation is being conducted of an allegation that victim (identifying him by name) was beaten by officers on or about (date of incident).

15. Report complete descriptive data including local criminal and field office indices information on victims and subjects and observable descriptive information on witnesses such as race, approximate age, and obvious physical handicaps that might impair the ability of the witness to observe and remember the incident. Advise victims and witnesses that information furnished may be used in a court of law.
16. In addition to obtaining any police reports on the incident, determine what action has been or will be taken against victim(s) and subject(s) through appropriate officials and/or records. Do not delay completion of investigation awaiting this information but show in report the reason for its unavailability during course of the investigation. Obtaining such reports does not preclude necessity for conducting complete independent investigation.
17. Describe scene of the incident and where appropriate supplement description with photographs or prepare a rough diagram of the place where the alleged incident occurred.
18. In death case preliminary investigations obtain copies of any autopsy or coroner's report; copies of verdict of, and list of exhibits presented to, any coroner's jury and interview the pathologist or medical examiner performing autopsy.
19. When request for investigation emanates from the Civil Rights Division's field office, furnish copy of report to both the Civil Rights Division's field office and United States Attorney covering area.
20. When requested to "monitor" possible civil rights situation, effect liaison with, and obtain reports of, local officials, contact sources, and furnish pertinent news articles. Conduct no active investigation unless so instructed.

H. CLASSIFICATION - 44

I. CHARACTER - CIVIL RIGHTS

CIVIL RIGHTS - ELECTION LAWS

CIVIL RIGHTS - FEDERALLY PROTECTED ACTIVITIES

A. BACKGROUND

The Civil Rights Act of 1964 was enacted into law on 7-2-64 and became effective that date with the exception of the employment provisions which became effective 7-2-65. The principal items which affect the Bureau's work are the titles dealing with public accommodations, public facilities, public education, and employment.

B. STATUTES

Public Law 88-352 - Civil Rights Act of 1964 (Title 42, § 2000)
Title 18, USC, § 245 Public Law 92-261 - Equal Employment Opportunity Act of 1972, effective 3/24/72

C. PUBLIC ACCOMMODATIONS

§ 201. Provides injunctive relief against discrimination because of race, color, religion, or national origin in places of public accommodation; i.e., establishment offering lodging or food for consumption on the premises, gasoline station, and place of entertainment if its operation affects commerce or if discrimination or segregation by it is supported by state laws.

1. Establishments covered

- a. Inn, hotel, motel, or other establishment which provides lodging to transient guest, other than an establishment within a building which contains not more than five rooms for rent or hire and proprietor maintains his residence in the building
- b. Restaurant, cafeteria, lunchroom, lunch counter, soda fountain
- c. Motion-picture house, theater, concert hall, sports arena, stadium, or other places of exhibition or entertainment as set forth in 2b (1) (n) below.
- d. Any establishment which is physically located in any covered establishment; e.g., a barber shop in a motel or hotel
- e. Private clubs are exempted except to the extent to which they open their facilities to an establishment covered by the act.

2. Investigation - public accommodations

- a. In states in which there is a state law or municipal ordinance prohibiting discrimination in accommodations:

- (1) Interview the complainant and obtain signed statement.
- (2) Refer complainant to local agency dealing with equal accommodations and advise him that under the Statute no Federal action is possible prior to expiration of 30 days after complaint is made to local agency in person or by registered mail.
- (3) Submit letterhead memorandum (original and two copies) within [fourteen] days of receipt of complaint.
- (4) Conduct no other investigation.

- b. In states in which there is no state law or municipal ordinance prohibiting discrimination in accommodations and a complaint has been received, conduct a preliminary investigation consisting of:

- (1) Preliminary investigation applying to all cases (Wherever appropriate below, "Negro" should be read to refer to whatever race, color, religion or national origin is alleged to be the basis of discrimination)
 - (a) Interview the victim or victims. Obtain signed statements. If there are numerous victims, interview only a representative number but if results of these interviews logically require interviews with additional victims, this should be done.
 - (b) If the identities of other witnesses to the incident other than employees of the establishment are known, interview not more than two of them.
 - (c) Interview any employees of the establishment who were witnesses to the incident. Preferably this interview should be conducted away from the premises of the subject establishment. Determine what instructions they have received with regard to allowing Negroes the use of the facilities of the subject establishment.
 - (d) Interview the proprietor (or in those instances in which the establishment is not run by the owner, the manager) regarding the incident complained of and in addition ascertain the following information:
 - I. Whether the subject establishment is open to the general public

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- II. The present policy and practice of the subject establishment with respect to allowing Negroes the use of its facilities on an equal basis with whites and other members of the general public. If this present policy differs from any past policy, determine the past policy, the approximate date the present policy took effect, and the reasons for the change in policy.
- III. Whether any signs indicating separate facilities for Negroes or indicating that Negroes would not be accorded the same services and privileges as white persons have ever been posted on the premises. If so, ascertain the approximate date of posting and whether the sign is still on the premises. If it is, photograph it. If it is not still on the premises, determine the date of removal.
- IV. Whether there has ever existed at the subject establishment any custom of separate facilities or areas for Negroes. If there has been such a custom since 7-2-64, ascertain the details.
- V. Whether Negroes have ever used or have ever been denied for any reason, the use of any or all of the facilities of this establishment
- (e) Determine the location of the subject establishment in relation to nearby highways, train and bus terminals, airports and gasoline stations.
- (f) Make a simple sketch
 - I. Designating and indicating the approximate size of all rooms, entrances, hallways and restrooms, and indicating the placement and approximate number of all accommodations and entertainment devices (e.g., booths, tables, stools, carry-out window, juke box, pool table).
 - II. Showing, if applicable, the relationship between the subject establishment and any related establishment. By "related establishment" is meant one which has within its premises the subject establishment or one which is within the premises of the subject establishment.
- (g) Determine what advertising, if any, is done by the subject establishment. Obtain copies of any advertisement if possible.
- (h) Ascertain the owner of the property on which the subject establishment is located, the proprietor of the establishment, and the persons responsible for the management. If a corporation is responsible for ownership or management of the establishment, ascertain names and addresses of the officers and directors.
- (i) If the subject establishment is an inn, hotel, or motel or other lodging establishment:
 - I. Determine the number and general type of rooms in the subject establishment and the rates charged for the rooms by the day, week and month. If the establishment has five rooms or less, ascertain whether the owner actually occupies a portion of the establishment as his residence.
 - II. Determine by interviewing the manager the minimum and average length of time for which lodging to guests is provided.
- (j) If the subject establishment is a restaurant, lunchroom, soda fountain, or other eating facility, obtain a copy of any menu or otherwise ascertain the selection of food and beverages available at the subject establishment.
- (k) If the subject establishment is a gasoline station:
 - I. Determine the number of restrooms at the subject gasoline station (and photograph any signs indicating a racial preference in accord with paragraph C 2 b (1) (d) III above).
 - II. Determine the brand name of all automotive products sold at the subject establishment (e.g., gasoline, oil, air filters, tires) and the name and address of the distributor from whom the proprietor purchases each of these items.

- [
- (1) [If the subject establishment is a]restaurant, lunchroom, soda fountain, or other eating facility not located on a U. S. or interstate highway or not in the immediate vicinity of a bus or train terminal or airport:
- I.. Obtain from the owner or manager a statement of the approximate dollar amount of his total expenses during the last six months for food and nonalcoholic beverages. Upon the receipt of this information, identify and interview the subject establishment's principal suppliers with respect to the dollar amount of goods sold to the subject establishment during the past six months from the date of the request or during any recent convenient period of time comparable in length, and ascertain the approximate percentage thereof which originates from outside the state in which the subject establishment is located. When it is established that at least 25% of these goods has originated from out of state, the investigation on this point may cease.
 - II. If the above information as to dollar amount of the total expenses is not available, conduct the interviews of the suppliers as stated in the above subparagraph, but place no percentage limit on the results.
 - III. If there is a substantial likelihood that these suppliers will not retain their records relating to the subject establishment for at least six months, obtain signed statements from them.
- [
- (m) [If the subject establishment is]an eating facility operated in conjunction with a bar
- I. Conduct the investigation outlined above in paragraph[(1)]
 - II. Determine the approximate dollar amount of expenses for alcoholic beverages during the last six months from the date of the request or during any convenient period of time of comparable length.
- [

- III. Determine the hours during which the subject establishment is open for business, and whether food service is available during all or only part of this time. If there is a separate dining area, determine whether food service is available in this area during all or part of the time the subject establishment is open for business.
- IV. Determine the hours any waitresses or other serving personnel are on duty and whether they are assigned exclusively or primarily to one particular area of the subject establishment.
- V. Obtain a copy of any menu or otherwise ascertain the selection of food available at this establishment.
- VI. Determine what licenses relating to food and beverages are possessed by the subject establishment.
- VII. Photograph the interior and exterior of the subject establishment. Include in these photographs any signs advertising this business.

[(n) If the subject establishment is] a place of exhibition or entertainment which presents performances for the enjoyment of its patrons (e.g., theater, night club, sports arena) or any other establishment which contains entertainment devices through the use of which its patrons may entertain themselves (e.g., ferris wheel, golf equipment, pool tables, television, juke box, roller or ice skates, sporting or exercise facilities).

- I. Determine what type of entertainment and activities are offered by the subject establishment, and the fee which patrons must pay or the contracts into which they must enter for use of the establishment's facilities.
- II. Identify all sources of entertainment (e.g., band or other human performers) which originate from outside the state in which the subject establishment is located and have appeared at the establishment in the past two years.
- III. Identify the location from which these sources of entertainment originated, and place of manufacture of all mechanical sources of entertainment used (e.g., band instruments, amplifiers).
- IV. Determine the dates on which the out-of-state sources of entertainment appeared at the subject establishment and if only once during the past 12 months, determine if any annual or biannual frequency of appearances exists.
- V. Identify any mechanical sources of entertainment provided at the subject establishment, (e.g., golf carts or equipment, roller or ice skates, automatic bowling pin setters, pinball machines, pool tables and related equipment, juke box or other devices providing music, television, athletic equipment).
- VI. Determine the name and address of the manufacturer and supplier of such sources of entertainment. If readily ascertainable, determine the manufacture's serial number of any such source of entertainment.
- VII. Determine what facilities (e.g., benches, seats or other designated areas) exist for patrons either to watch any entertainment formally presented or to observe any other patrons entertaining themselves by use of mechanical or live sources of entertainment.
- VIII. If any restaurant, lunchroom, soda fountain, or other eating facility is located within the premises of the place of exhibition or entertainment (see paragraph C 2 (b) (1) (f) II above) conduct the investigation of that restaurant, lunchroom, soda

fountain, or other eating facility called for in paragraph (1) above.

- [(o) Any establishment which purports to be a private club, including those establishments described in paragraphs (1), (m) and (n) above.]

- I. Obtain, if available, a copy of the club's bylaws or charter.
- II. Determine the legal entities involved in the ownership of the property and management of the club (e.g., corporation, partnership, unincorporated association, sole proprietorship) and the names, addresses and race of the persons involved (e.g., partners); determine the present club officers and methods by which they were selected.
- III. Determine whether any numerical limit is set upon membership in the club.
- IV. Determine whether payment of any dues, annual or lifetime, is required in connection with membership in the club, and if so, in what amounts.
- V. Obtain a copy of any membership list that might be maintained.
- VI. Ascertain the number of members of the club and whether there are any nonwhite members; if there are, obtain their names and addresses.
- VII. Determine all details of the procedures by which a person or family makes application for membership in, and is admitted to, the club.
- VIII. Ascertain what qualifications, if any, a prospective member must meet to be eligible for membership and what items, if any, disqualify him.
- IX. Determine whether the recommendations of existing members are required from prospective members.
- X. Determine what control, if any, existing members have over the admission of applicants for membership, (e.g., whether there is a membership committee selected by the members to represent them if such a membership committee exists, obtain the names and addresses of its members, whether there is a blackball system by which one or more individual members can reject an applicant even though he might have been recommended by another member or members, whether notice of pending applications is given to existing members, whether existing members are notified after an applicant has been admitted).
- XI. Ascertain whether the members exercise control over the financial operations of the establishment and to what extent (e.g., do they own any of the property, do they determine how the revenues from the establishment's operations are used, are these revenues retained by the establishment's manager).

- XII. Ascertain whether the club advertises in any manner and, if possible, obtain copies of all advertisements. If copies cannot be obtained describe the advertisements, including whether such advertising indicates in ~~any way~~ that the subject establishment is a private club not open to the general public.
- XIII. If the subject establishment is listed in the local telephone directory, determine whether its listing can be distinguished from any other restaurant or other place of public accommodation and whether it is designated as a private club.
- XIV. Determine the established procedures, if any, for permitting nonmembers or guests of members to use the subject establishment's facilities (e.g., whether nonmembers can rent the facilities of the club).
- XV. Determine whether the establishment has ever been operated on some basis other than a private club. If so, obtain all details, including the date of, and reasons for, the purported change to a private club.
- [(2) Submit a report within [21] days of receipt of complaint.
- (3) Where the same accommodation is involved in numerous refusals of service, one case may be opened and victims and dates added to the title as complaints are received. When logical investigation has been completed, case may be closed, subject to reopening when additional complaints are received.

D & E. PUBLIC FACILITIES AND PUBLIC EDUCATION

1. A public facility is one other than a place of education which is owned, operated or managed by or on behalf of any State or subdivision thereof.
2. A place of public education is any educational institution operated by a State, any subdivision of a State, any Governmental agency within a State, or operated wholly or predominantly from or through the use of Governmental funds or property derived from a Governmental source.
3. Take the following action upon receipt of a complaint alleging discrimination because of race, color, religion, or national origin in a place of public facility or because of race, color, religion, sex or national origin in a place of public education.
 - a. Interview complainant and take signed statement to include:
 - (1) Pertinent personal history and background information.
 - (2) Full details of the alleged discrimination.
 - (3) All information the complainant has regarding the operation of the public facility, public school or public school system on a discriminatory basis and the identities of any other persons who have sought to use the facility on a nondiscriminatory basis.
 - (4) Full details of any other efforts made by the complainant or others on his behalf to rectify the alleged discrimination and the ability or inability of the complainant to bring legal action on his own behalf or through some interested organization. In this connection the complainant should not be asked whether, in his opinion, he is able or unable to sue, inasmuch as this would be a legal conclusion. He should, however, be asked for general information regarding his employment, whether he owns his home and automobile; if so, to furnish a description of the house and automobile. Also, how many dependents the complainant supports and whether he is a member of any civil rights organization that provides legal counsel in this type of case.
 - b. If the complainant refuses to submit a signed statement, take no further action and submit a letterhead memorandum setting forth facts of the complaint and details of the interview.
 - c. If the complainant submits a signed statement alleging unlawful discrimination, proceed with the following preliminary investigation:
 - (1) Interview a representative number of other victims named by the complainant.
 - (2) Interview the manager, superintendent, or other appropriate person or persons responsible for operation of the facility or school to determine:
 - (a) Full details of situation described by complainant.
 - (b) What policy and practice have been followed with respect to operating in a nondiscriminatory manner.
 - (c) Whether any change in such policy or practice is contemplated.
 - d. Complete and submit report within [fourteen] days of receipt of the complaint.

F. EMPLOYMENT

§ 703. Prohibits discrimination in employment because of race, color, religion, sex, or national origin. Prohibited acts extend to hiring, firing, promotions, wage scales, and all other conditions of employment. Exemptions are granted for legitimate occupational qualifications based upon religion, sex, or national origin only. Discrimination is not punishable as a crime but the aggrieved person, Equal Employment Opportunity Commission (EEOC), or under certain conditions, the Attorney General may file civil suit. EEOC was established to receive and adjudicate complaints.

1. Establishments covered

- a. Business establishments affecting commerce and having 25 or more employees. (This changes to 15 or more employees beginning 3/24/73.)
- b. Employment agencies procuring employees for the above firms
- c. Labor unions in industries affecting commerce
- d. State and local governments, agencies, political subdivisions and the District of Columbia Departments and agencies which are not subject by law to the Federal Competitive Services.
- e. Federal Government employment (handled by Civil Service Commission).
- f. Exceptions: The Act does not apply to state or local elected officials, persons chosen by such officials to be on their personal staffs, policy-making level appointees and immediate advisors of such elected officials, or to religious educational institutions. Preferential treatment may be given to Indians on or near an Indian reservation.

2. [Preliminary investigation to be conducted upon receipt of a complaint

- a. Complaint against private employer or labor union representing employees of private employer or private employment agency
 - (1) Advise complainant such violations are handled by EEOC
 - (2) Advise complainant if he wishes to pursue matter with EEOC, he should do so within 180 days of the alleged discrimination
 - (3) Furnish complainant with location of nearest EEOC office
- b. Complaint against state or local government and educational institution or unions representing governmental employees or public employment agencies, such as state employment services
 - (1) Employer. Where complaint involves any actions or practices of the employing governmental entity, interview complainant, preferably at some place other than place of employment, and obtain following information:
 - (a) Full background of complainant for all details that might bear on his qualifications or eligibility for employment or promotion by the subject employer, including age, sex, race, education, previous employment experience and length of time, if any, he has worked for subject employer
 - (b) Nature of subject employer (e.g., city, county, irrigation district), approximate number of employees, and approximate percentage of female and minority employees employed by the jurisdiction or unit involved. Ascertain whether office or installation where complainant works is located near or in a minority neighborhood
 - (c) Full details of complaint
 - (d) If complainant is or had been working for subject employer, as would be true if he complains of discriminatory promotion or discharge policies:
 - I. His present job category and department and any previous jobs and departments indicating length of time in each
 - II. His wage category and its position relative to other wage categories of the employer
 - III. His duties, and whether any white persons, in the case of a race complaint, or males or females as appropriate, in the case of a sex complaint, perform or have performed similar duties

- IV. Number of minority and female employees in his job category or department; and in other job categories and departments of which he is aware
 - V. Names of other minority or female employees who work for employer and departments ~~and job~~ categories to which they are assigned, if known
 - VI. His understanding of the operation of the promotion, recall and layoff systems, if any
 - VII. Total number of departments, seniority lines, production areas and any other information known about structure of employer or employing agency
- (e) If complainant is not and has never worked for the employer, but instead is alleging discrimination in hiring:
- I. Date on which he or she applied for the job
 - II. Method by which he or she found out about availability of the job or decided to apply for a job
 - III. Whether he or she was required to take any test and, if so, nature of the test
 - IV. Name of person, if any, who interviewed him
 - V. Whether he or she submitted written application
 - VI. Any other steps he or she was required to take to complete employment application process
 - VII. When and by what means notification or rejection for employment given
- (f) If employing agency is unionized, ascertain name of union, how many members it has, percentage of minority or female members, whether complainant is or has ever been member of the union, whether complaint in question was brought to attention of the union and what action, if any, was taken by the union on complaint
- (g) Determine whether similar complaint has been filed with any other Federal or state or local agency and, if so, details including date on which it was filed, and disposition, if any, which that agency has made
- (h) Determine whether complainant knows any other minority group persons or females who have been similarly affected by subject employer and, if so, their names and dates of alleged discriminatory conduct
- (i) Obtain copies of any pertinent written material or documents that complainant may have in his possession, such as copies of applications to employer and correspondence from it
- (2) Unions. When complaint appears to involve any actions or practices of a union which represents or seeks to represent employees of a governmental employer, interview complainant, preferably away from his place of employment and obtain following information:

- (a) Full background of complainant including all details that might bear on qualifications for membership in subject union or for referrals by subject union, such as age, sex, race, education, previous employment experience, and any municipal licenses he may possess qualifying him to work in the trade.
- (b) Nature of subject union, that is, whether it is an industrial union representing employees in a plant or craft (or building trade) union. If it is a craft union, ascertain from complainant whether union operates a hiring hall and, if so, details about operation of the hiring hall
- (c) Full details of complaint
- (d) If complainant was seeking membership in the union:
 - I. Type of membership he was seeking, i.e., whether he was seeking apprentice status or journeyman status
 - II. Whether he made any written applications to the union and, if so, dates of those applications
 - III. How he came to make application to the union, i.e., whether he was referred by friend or relative, interested organization, or employment service
 - IV. Whether he was required to take any examination and nature of examinations
 - V. Whether there was an interview and, if so, person who interviewed him
 - VI. Whether he was notified of his acceptance and, if so, when and how, and whether he has had any further contact with the union
- (e) If complainant was claiming discrimination in some practice of subject union other than that relating to admission to membership in the union, determine whether it related to operation of grievance procedures, work referral system, a work permit system, or some other union function, and ascertain details of alleged discriminatory practice
- (f) If on any previous occasions complainant sought membership, to be referred for work, utilized grievance procedure or other service or benefit from subject union, ascertain all dates upon which such occurred and full details about each of these contacts with the union
- (g) Whether there are black or other ethnic minority members, or female members of the union or who are working under auspices of the union. If so, ascertain the names of those persons from interviewee
- (h) Whether similar complaint was filed with any state or local agency or any other Federal agency and, if so, details including date on which it was filed, and disposition made of it, if known
- (i) Obtain copies of any written material or documents that complainant may have in his possession pertaining to complaint or to his contact or connection with subject union
- (3) Employment Agencies. When complaint appears to question practices of any public employment agency, such as a state employment service, interview complainant at some place other than place of employment, and obtain following information:

- (a) Full background of complainant including all details regarding qualifications for employment, such as age, sex, race, education, previous employment experience
- (b) Nature of employment agency, and types of jobs to which it generally refers persons. Ascertain whether employment agency's office is in a minority neighborhood
- (c) Full details of complaint
- (d) Type of job for which he sought employment. Ascertain whether he had any previous experience in such jobs
- (e) Type of job to which he was referred, indicating nature of work and level of pay, whether any other minority or female person held similar jobs
- (f) If he was not referred to job, what reasons he was given for the failure or inability to refer him. Ascertain whether he was refused referral on any previous occasions and, if so, details
- (g) Previous experience with employment agency, including whether he was ever referred to any other job and, if so, nature of those jobs and dates of referrals
- (h) Full details about contact with employment agency including applications and other forms filled out, the name of person who interviewed him, what job possibilities were mentioned to him, and whether he was advised formally or informally that certain jobs about which he had expressed interest would not be available to him
- (i) Whether he knows any other minority group persons or females who have been similarly affected by subject employment agency and, if so, their names and dates of alleged discriminatory conduct
- (j) Obtain copies of any written documents that complainant may have in his possession relating to his contact or dealings with employment agency
- (4) Advise complainant that information he furnished will be forwarded to U. S. Department of Justice.
- (5) Advise complainant of existence of any appropriate state law or local ordinance and refer him to appropriate state or local agency. Also, that in order to obtain relief on his individual grievance, he should file complaint with EEOC, and this must be done within 180 days after the alleged discrimination occurs. Include fact that he has been so advised in investigative report.

c. Submit report within fourteen working days of receipt of complaint.]

G. INTERFERENCE WITH FEDERALLY PROTECTED ACTIVITIES RELATING TO PUBLIC ACCOMMODATIONS, PUBLIC FACILITIES, PUBLIC EDUCATION, AND EMPLOYMENT

1. Where interference consisting of force or threat of force prohibited by Title 18, USC, § 245, is involved, handle in accordance with provisions of volume II, section 27 E, of this manual using appropriate Civil Rights Act of 1964 character.
2. Where other interference is alleged, such as by coercion, intimidation, and economic pressure, submit letterhead memorandum to Bureau and take no further action.
3. The employment provisions of this act require a specified minimum number of employees to establish jurisdiction. No such minimum number is required under provisions of Title 18, USC, § 245, relating to interference with employment.
4. Title 18, USC, § 245, covers all public accommodations as defined by Civil Rights Act of 1964 and also covers an establishment which serves the public and which is principally engaged in selling beverages for consumption on the premises, e.g., a bar.

H. ANNOUNCED TESTING OF ACCOMMODATIONS OR FACILITIES

1. When information is received that persons are planning to test the practices of a facility or accommodation in a community in which the free use of such facilities or accommodations has previously been interfered with by force or threats, submit teletype to Bureau. Do not assign personnel to observe such testing and/or photograph acts of interference or obstruction in the absence of specific prior Bureau authority.
2. [Deleted]
3. If there is interference involving personal injury, threat of serious injury, or substantial damage to property, or if a complaint is received concerning refusal of service, initiate a preliminary investigation and submit a report within fourteen days.
4. If there is no interference or refusal of service, submit a letterhead memorandum (original and five copies) setting forth the details of the testing.
5. Where your office receives advance notice of testing of public accommodations or public facilities and there is no indication there will be any interference, obtain details concerning the testing and promptly furnish a letterhead memorandum (original and five copies).
6. No commitments are to be made to groups which advise your office of plans to test accommodations or facilities that Agents will or will not be present to observe and photograph such demonstrations.
7. Furnish copy of letterhead memorandum in both of the above instances to the local office of military intelligence if within scope of present requirements to do so, and advise appropriate local authorities orally.

I. PENALTIES

There are no substantive criminal penalties attached to discrimination prohibited by the act. The aggrieved person, or in some instances the Attorney General, may seek relief through civil action. Written complaints with regard to public facilities and public education are subject to the provisions of Title 18, USC, § 1001. A \$100 fine is provided for failure on the part of an employer, employment agency, or labor union to post notices required by the Equal Employment Opportunity Commission; however, this violation will be handled by the Commission.

J. MISCELLANEOUS

1. Furnish a copy of all reports and letterhead memoranda to the USA.
2. Deleted
3. Note that a business, such as a department store, which would not normally be covered by the act is completely covered if it has a lunch counter or some other subsidiary unit which would be covered by the act. A barber shop is not normally covered, but a barber shop in a hotel or any other place subject to the provisions of the act would likewise be covered.
4. Discrimination is not limited to refusal to admit or serve but includes any difference in the nature or extent of services or prices charged.
5. Two Agents should be present at all interviews of subjects and potential subjects. Other interviews should also be conducted by two Agents whenever circumstances indicate this should be done to protect the Bureau's interest.
6. Do not advise persons interviewed of their rights except when interference by force or threat of force, interference with witness, or other obstruction of justice is present.
7. The first paragraph of the details of the report should so indicate if the investigation is limited or preliminary. When conducting a full investigation, no reference should be made as to the scope of investigation as it is not restricted. A limited investigation is one other than a preliminary, full, or mere receipt of a complaint.
8. Furnish one copy of photographs or other exhibits to the USA and two copies to the Bureau as enclosures to the report except that three copies should be furnished the Bureau in employment cases. Retain one copy in the field office file.
- [9. [Deleted]
10. When a letterhead memorandum in these cases is transmitted to Bureau by airtel, form FD-365 may be used for this purpose.
11. Information concerning discrimination obtained solely from legitimate news media, personal observation by Bureau personnel, or from any other source not known to be unreliable should immediately be submitted to the Bureau in a form suitable for dissemination. If the information is obtained from published material, it will be sufficient to submit two copies of the clipping by cover airtel. No other action should be taken in the absence of a complaint with the exception of information indicating interference which should be handled in accordance with section G, item 2, above.
12. Any instance of interference or violence or potential interference or violence in connection with the desegregation of public schools, public accommodations, public facilities, and employment under the provisions of the Civil Rights Act of 1964 is to be brought to the immediate attention of appropriate state and local officials. Also advise military intelligence and Secret Service if within the scope of present requirements to do so. The initial communication to the Bureau should show that this has been done.
13. Do not identify source of complaint to any person interviewed or contacted during the course of an investigation. If necessary to effect identification of specific incident involved, it is sufficient to state to the effect that a Civil Rights Act of 1964 investigation is being conducted of allegation that victim (identifying him by name) has been discriminated against.
14. Interview may be conducted in the presence of attorney if requested by interviewee and interference by force or threat of force, interference with witness, or other obstruction of justice not involved. If unusual circumstances exist wherein you believe it would be to the Bureau's disadvantage to conduct interview in presence of attorney, furnish full details to the Bureau with your recommendations.

K. CLASSIFICATION - 173

L. CHARACTER

1. PUBLIC ACCOMMODATIONS - CIVIL RIGHTS ACT, 1964
2. PUBLIC FACILITIES - CIVIL RIGHTS ACT, 1964
3. PUBLIC EDUCATION - CIVIL RIGHTS ACT, 1964
4. EMPLOYMENT - CIVIL RIGHTS ACT, 1964

[IN CASES OF INTERFERENCE INVOLVING ATTEMPTED OR ACTUAL USE OF FORCE OR THE
THREAT OF FORCE, ADD INTERFERENCE WITH FEDERALLY PROTECTED ACTIVITIES.]

A. STATUTE

Title 18, USC, § 371 (formerly § 88, Title 18, USC), effective 9-1-48. Violations occurring prior to 9-1-48 should be considered under the provisions of the former code section.

§ 371. Conspiracy to commit offense or to defraud United States

"If two or more persons conspire either to commit any offense against the United States, or to defraud the United States, or any agency thereof in any manner or for any purpose, and one or more of such persons do any act to effect the object of the conspiracy, each shall be fined not more than \$10,000 or imprisoned not more than five years, or both.

"If, however, the offense, the commission of which is the object of the conspiracy, is a misdemeanor only, the punishment for such conspiracy shall not exceed the maximum punishment provided for such misdemeanor."

B. ELEMENTS

1. Two or more persons agree together to:
 - a. Commit any offense against the U. S.; or
 - b. Defraud the U. S. in any manner or for any purpose
2. One or more of the conspirators commits an overt act to effect the object of the conspiracy.

C. RELATED STATUTES

In addition to Title 18, USC, § 371, numerous statutes carry special conspiracy sections. In the investigation of a conspiracy to violate a particular Federal statute, determine whether the statute contains its own conspiracy section.

Where violations of Federal criminal statutes are committed jointly or by more than one person, the related statutes hereinafter set forth should be considered. As a general rule evidence sufficient to prove a violation under Title 18, USC, § 371, or a violation of any substantive statute, may be sufficient to prove a violation of any one of the following related statutes in cases where more than one person is involved.

1. Title 18, USC, § 372 (formerly § 54, Title 18, USC) (Conspiracy to impede or injure officer)
2. Title 18, USC, § 2 (Principals)
3. Title 18, USC, § 3 (formerly § 551, Title 18, USC) (Accessory after the fact)
4. Title 18, USC, § 4 (formerly § 251, Title 18, USC) (Misprision of felony)

D. STATUTE OF LIMITATIONS

Since the crime of conspiracy is not complete until an overt act has been completed in the furtherance of an original agreement between two or more persons, the statute of limitations does not begin to operate until an overt act by one of the conspirators has been committed. Likewise, if a series of overt acts is committed in the furtherance of the original agreement, the statute of limitations begins to operate anew upon the commission of each act, and the proper manner to determine when the statute of limitations operates on a conspiracy violation is to determine the date of the last overt act. Conspiracy is a continuing offense. If an agreement between two or more persons to violate a law of the U. S. were made in 1910 and successive overt acts in the furtherance of that agreement took place each year until 1955, the statute of limitations would not operate until 1960. Of course, the question of whether the original agreement continues through a lengthy period is a question of fact for the jury. *Brown v. Elliott*, 225 U. S. 392; *U. S. v. Brace*, 149 F. 874; *Ryan v. U. S.*, 216 F. 13; *Ware v. U. S.*, 154 F. 577; *U. S. v. Barber*, 157 F. 889; *U. S. v. Bradford*, 148 F. 413.

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E. COURT DECISIONS

Proof of meeting of minds by intelligent and deliberate agreement to commit offense establishes "conspiracy," though agreement is not manifested by formal words. *Hoffman v. U. S.*, 68 F. (2d) 101.

Under this section it is sufficient that it be the conspirators' purpose to commit a willful fraud on the law, or some statutory requirement pertinent to be observed, in view of the present controlling conditions; and it is not necessary that there should be a conspiracy to do an act that is an offense or crime by some statute of the general Government, or to deprive the U. S. of its property or some property right. *U. S. v. Raley*, 173 F. 159.

This statute is broad enough in its terms to include any conspiracy for the purpose of impairing, obstructing, or defeating the lawful function of any department of the Government. *Haas v. Henkel*, 216 U. S. 462.

One defendant alone cannot be convicted of conspiracy. *Bartkus v. U. S.*, 21 F. (2d) 425. *Decamp v. U. S.*, 10 F. (2d) 984.

Anyone who, after a conspiracy is formed and who knows of its existence, joins therein, becomes as much a party thereto, from that time, as if he had originally conspired. *U. S. v. Cassidy*, 67 F. 698.

Act of one conspirator in furtherance of the conspiracy binds each and all of the parties to the conspiracy and completes the offense as to all. *U. S. v. Richards*, 149 F. 443. *Bannon and Mulkey v. U. S.*, 156 U. S. 464.

Overt act required to constitute conspiracy must be separate and apart from the conspiracy, and done to carry into effect the object of the original combination. *U. S. v. Richards*, 149 F. 443. *U. S. v. Cole*, 153 F. 801.

Purpose of overt act is to show that the conspiracy was actually carried into operation. *U. S. v. Greene*, 115 F. 343.

Provision that there must be an overt act merely affords a "locus penitentia" so that before the act is done either one or all may abandon their design. *U. S. v. Britton*, 108 U. S. 199.

F. POLICY

Although a conspiracy to violate any Federal statute is a violation of Title 18, USC, § 371, jurisdiction is assumed only over conspiracy to violate substantive statutes within the primary investigative jurisdiction of the FBI. Complaints received alleging conspiracies to violate statutes not within the FBI's primary investigative jurisdiction should be promptly furnished the appropriate investigative agencies.

G. INVESTIGATIVE PROCEDURE

1. A set plan for investigations of conspiracies cannot be accurately stated. While the same elements are necessary in each conspiracy case, the object of the conspiracy may be a violation of any one of the criminal statutes or simply to defraud the U. S. In this way each case presents different problems. Also, there is a wide latitude in the kind of proof, since circumstantial evidence of a general character indicating both the agreements and the overt acts is admissible. The following suggestions of essential information are offered as to each of the elements.
2. In connection with establishing the agreement, ascertain the identities of all persons concerned with the possible agreement. This should include complete data as to names, aliases, addresses, descriptions, the extent of the previous associations of subjects in prior criminal operations similar to those under investigation, and the degree of business, social, or criminal intimacy in general.
3. Evidence of all acts, meetings, and transactions between the subjects of a material nature with relation to the suspected agreement should be obtained and inquiries should be extended as far as necessary beyond

- the time the agreement is believed to have been consummated.
4. Procure all evidence possible from which a jury would form the natural conclusion that the subjects mutually agreed, planned, acquiesced in, or intended to carry out the object of their agreement.
 5. Be on the alert for direct evidence of the agreement, such as letters, documents, formal contracts, memoranda, or other papers. Ascertain what verbal statements, admissions, or confessions each or any of the subjects may have made from which the agreements or conspiracy may be indicated. Obtain evidence of the acts or transactions, statements, or communications of subjects that would indicate the existence of a mutual plan and purpose.
 6. Bear in mind that while it is not necessary to prove the existence of a formal agreement in the nature of a contract it still is necessary to prove that two or more persons had a meeting of the minds in the perfection of a plan having as its object the violation of any law of the U. S. or committing any fraud against the U. S. in order to fulfill the requirements of element 1; that is, the existence of an agreement.
 7. It will be helpful in the investigation of this type of case if the Agent considers the completed crime of conspiracy to consist of, first, the agreement, and then the commission of one or more actual overt acts in the furtherance of the original plan. With regard to proving overt acts, the Agent should obtain evidence as to each act or transaction engaged in by one or more of the subjects for the purpose of carrying out the original agreement. This necessitates not only establishing the dates and places but also circumstantial evidence that the act in question furthers the conspiracy.
 8. Any physical act on the part of one or more of the conspirators constitutes an overt act in the fulfillment of element #2. If two individuals conspired to rob a national bank and one of them purchased an automobile as a getaway car, the purchase of the automobile would be an overt act which, added to a previously proved agreement to rob the bank, would complete the crime of conspiracy.
 9. Bear in mind that where evidence of the agreement is vague intensive investigation of all overt acts frequently leads to evidence proving the agreement. Therefore, in the case of the automobile, if it was developed one of the subjects mentioned to the automobile salesman that he and a friend planned to use the automobile as a getaway car, then that evidence would tend to prove both the overt act of purchasing the automobile and the agreement.

H. VENUE

Venue lies in any district in which such offense was begun, continued, or completed. (Title 18, USC, § 3237.)

I. CLASSIFICATION

The classification is the same as the substantive violation which was the object of the conspiracy.

J. CHARACTER

The character is the same as the substantive violation with conspiracy added; e.g., BANK ROBBERY - CONSPIRACY.

A. STATUTES

[Title 18, USC, §§[956 and]958-962; Title 22, USC, §§ 1934 and 401

[§ 956. Conspiracy to injure property of foreign government
["(a) If two or more persons within the jurisdiction of the United States
[conspire to injure or destroy specific property situated within a foreign
[country and belonging to a foreign government or to any political subdivision
[thereof with which the United States is at peace, or any railroad, canal,
[bridge, or other public utility so situated, and if one or more such persons
[commits an act within the jurisdiction of the United States to effect the
[object of the conspiracy, each of the parties to the conspiracy shall be
[fined not more than \$5,000 or imprisoned not more than three years, or both.
["(b) Any indictment or information under this section shall describe the
[specific property which it was the object of the conspiracy to injure or
[destroy."]

§ 958. Commission to serve against friendly nation

"Any citizen of the United States who, within the jurisdiction thereof, accepts and exercises a commission to serve a foreign prince, state, colony, district, or people, in war, against any prince, state, colony, district, or people, with whom the United States is at peace, shall be fined not more than \$2,000 or imprisoned not more than three years, or both."

§ 959. Enlistment in foreign service

"(a) Whoever, within the United States, enlists or enters himself, or hires or retains another to enlist or enter himself, or to go beyond the jurisdiction of the United States with intent to be enlisted or entered in the service of any foreign prince, state, colony, district, or people as a soldier or as a marine or seaman on board any vessel of war, letter of marque, or privateer, shall be fined not more than \$1,000 or imprisoned not more than three years, or both.
"(b) This section shall not apply to citizens or subjects of any country engaged in war with a country with which the United States is at war, unless such citizen or subject of such foreign country shall hire or solicit a citizen of the United States to enlist or go beyond the jurisdiction of the United States with intent to enlist or enter the service of a foreign country. Enlistments under this subsection shall be under regulations prescribed by the Secretary of the Army.
"(c) This section and sections 960 and 961 of this title shall not apply to any subject or citizen of any foreign prince, state, colony, district, or people who is transiently within the United States and enlists or enters himself on board any vessel of war, letter of marque, or privateer, which at the time of its arrival within the United States was fitted and equipped as such, or hires or retains another subject or citizen of the same foreign prince, state, colony, district, or people who is transiently within the United States to enlist or enter himself to serve such foreign prince, state, colony, district, or people on board such vessel of war, letter of marque, or privateer, if the United States shall then be at peace with such foreign prince, state, colony, district, or people."

§ 960. Expedition against friendly nation

"Whoever, within the United States, knowingly begins or sets on foot or provides or prepares a means for or furnishes the money for, or takes part in, any military or naval expedition or enterprise to be carried on from thence against the territory or dominion of any foreign prince or state, or of any colony, district, or people with whom the United States is at peace, shall be fined not more than \$3,000 or imprisoned not more than three years, or both."

§ 961. Strengthening armed vessel of foreign nation

"Whoever, within the United States, increases or augments the force of any ship of war, cruiser, or other armed vessel which, at the time of her arrival within the United States, was a ship of war, or cruiser, or armed vessel, in the service of any foreign prince or state, or of any colony, district, or people, or belonging to the subjects or citizens of any such prince or state, colony, district, or people, the same being at war with any foreign prince or state, or of any colony, district, or people, with whom the United States is at peace, by adding to the number of the guns of such vessel, or by changing those on board of her for guns of a larger caliber, or by adding thereto any equipment solely applicable to war, shall be fined not more than \$1,000 or imprisoned not more than one year, or both."

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§ 962. Arming vessel against friendly nation

"Whoever, within the United States, furnishes, fits out, arms, or attempts to furnish, fit out or arm, any vessel, with intent that such vessel shall be employed in the service of any foreign prince, or state, or of any colony, district, or people, to cruise, or commit hostilities against the subjects, citizens, or property of any foreign prince or state, or of any colony, district, or people with whom the United States is at peace; or

"Whoever issues or delivers a commission within the United States for any vessel, to the intent that she may be so employed-

"Shall be fined not more than \$10,000 or imprisoned not more than three years, or both...."

Title 22, USC, § 1934. Munitions control

This act, commonly known as Munitions Control Act, and regulations issued thereunder provide all persons engaged in manufacture, importation, or exportation of arms, ammunition, or implements of war must register with Department of State and secure a license from State Department to import or export these items. Maximum penalty, \$25,000 or two years, or both.

Title 22, USC, § 401. Seizure powers

"(a) Whenever an attempt is made to export or ship from or take out of the United States any arms or munitions of war or other articles in violation of law, or whenever it is known or there shall be probable cause to believe that any arms or munitions of war or other articles are intended to be or are being or have been exported or removed from the United States in violation of law, the Secretary of the Treasury, or any person duly authorized for the purpose by the President, may seize and detain such arms or munitions of war or other articles and may seize and detain any vessel, vehicle, or aircraft containing the same or which has been or is being used in exporting or attempting to export such arms or munitions of war or other articles. All arms or munitions of war and other articles, vessels, vehicles, and aircraft seized pursuant to this subsection shall be forfeited...."

1. Executive Order 10863 conferred this authority upon the Attorney General, and Department of Justice Order 200-60 redelegated this authority to the Director of the FBI. Department of Justice Order 271-62, section 0.89, printed in the Federal Register 6-1-62, restated this redelegation of authority to the Director. By agreement with the Treasury Department, this authority is to be exercised by the FBI only in neutrality cases.

B. VIOLATIONS

- [1. [§ 956
[Persons within the jurisdiction of the U. S. conspire to damage property
[in a foreign country and owned by a foreign government with which the
[U. S. is at peace and one or more of the conspirators commits an act
[within the jurisdiction of the U. S. to carry out the conspiracy.]
- [[2.] § 958
[Citizen of U. S. within its jurisdiction accepts and exercises a
[commission to serve against any country with which U. S. at peace.
- [[3.] § 959
[a. Anyone within U. S. enlists to serve in foreign service, or
[b. Anyone within U. S. hires or retains another to enlist or enter himself
[in foreign service, or
[c. Anyone within U. S. hires another to go beyond jurisdiction of U. S.
[with intent to be enlisted in foreign service. (Not necessary that
[war exist anywhere to constitute violation this section.)
- [[4.] § 960
[a. Anyone within U. S. knowingly begins or sets on foot any military or
[naval expedition or enterprise to be carried on from the U. S. against
[a country with which U. S. is at peace.
[b. Anyone within U. S. knowingly provides or prepares a means for or
[furnishes money for or takes part in any military or naval expedition
[or enterprise to be carried on from the U. S. against a country with
[which U. S. is at peace.
- [[5.] § 961
[a. Anyone within U. S. increases or augments force of any ship of war,
[which at time of arrival in U. S. was ship of war belonging to country
[at war with country at peace with U. S.

6. § 962
- a. Anyone within U. S. fits out or arms, or attempts to do so, any vessel to be employed by any country to commit hostilities against country with which U. S. at peace.
 - b. Anyone within U. S. issues or delivers commission for any vessel with the intent to be so employed.
7. Title 22, USC, § 1934
- a. Requires all persons engaged in manufacture, importation, or exportation of arms, ammunition, or implements of war to register with Department of State and secure license from State Department for exportation or importation these items.
 - b. Violations this section under investigative jurisdiction of [U. S. Customs Service.] Under normal circumstances alleged violations should be referred directly by field office receiving complaint to local office of [U. S. Customs Service,] except under circumstances outlined in C, 2.

C. POLICY

1. Neutrality cases frequently have international implications. Department of State and other agencies interested. Bureau must be advised of all alleged violations of Title 18, USC, §§ 956 and 958-962. Interview complainant thoroughly to obtain full facts, identities of parties concerned, nationality, and other pertinent information. Thereafter immediately furnish facts to Bureau and conduct no investigation until Bureau requests you to do so.
2. Duplication of investigation has been experienced in investigation of violations of statutes under our jurisdiction, Title 18, USC, §§ 958-962, inclusive, which often also involve violations of Munitions Control Act (Title 22, USC, § 1934) under jurisdiction of Customs. As result following agreement has been entered into with Treasury Department.
 - a. If Customs receives allegation of violation of Munitions Control Act (Title 22, USC, § 1934), it will investigate all matters arising therefrom, even though they subsequently involve statutes relating to neutrality within our jurisdiction. If, however, Customs determines in course of investigation facts involve conspiracy of major proportions against a foreign government, Customs may request Bureau to assume investigation. Field offices must not accept for investigation these referrals from local office of Customs, but advise Customs it should refer to Bureau through its headquarters in Washington, D. C. Advise Bureau immediately of any such requests.
 - b. If we receive complaint alleging possible violation of Munitions Control Act (Title 22, USC, § 1934), complaint should be referred by office receiving it to local office of [U. S. Customs Service] for appropriate action and conduct no investigation.
 - c. If we receive allegation of violation of neutrality laws under our jurisdiction (Title 18, USC, §§ 958-962, inclusive), we will investigate all phases including violations of Munitions Control Act under Customs jurisdiction which may arise therefrom.
 - d. If Customs receives allegation of violation of neutrality laws under our jurisdiction (Title 18, USC, §§ 958-962, inclusive), it will refer allegation to us locally for any action warranted and Customs will conduct no investigation.
 - e. In all above instances reports will be exchanged by the Bureau and the [U. S. Customs Service] to keep them fully advised. Appropriate liaison must be established in field.

[3. Seizure powers

- [a. Department has advised that the dominant purpose of seizure powers under
[section 401 is to accomplish forfeiture of arms and munitions of war
[which have been the subject of attempted exportation in violation of
[law. Bureau may make seizures under section 401 only in those instances
[during investigations of violations of neutrality statutes in which
[it develops that arms will be illegally exported, the seizures must
[be made to prevent the illegal exportation, and arrests are not to be
[made. It is mandatory, of course, that probable cause exists to
[believe that the material is about to be illegally exported. If
[arrests are to be made, seizures must be made incidental to lawful
[arrest or on basis of a search warrant and not under section 401.
[b. Prior to making any seizure under section 401, Bureau authority must
[be obtained wherever possible, using whatever means of communication
[warranted under the circumstances. SAC may authorize seizure under
[section 401 only in those instances in which time is of essence and
[does not permit prior communication with Bureau.
[c. Material seized under section 401 is to be disposed of under provisions
[of Title 19, USC, § 1602. The material should be delivered to the
[local collector of Customs and he should be furnished the information
[as required by Title 19, USC, § 1603. Briefly, FBI is to furnish
[collector of Customs a detailed account of the seizure including a
[statement of all the facts and circumstances of the case within the
[Bureau's knowledge, with the names of witnesses, and citation of
[the statute or statutes believed to have been violated, and on which
[reliance may be had for forfeiture and conviction.]

D. CLASSIFICATION - 2

E. CHARACTER - NEUTRALITY MATTERS

A. STATUTES
Title 18, USC, §§ 1541-1546

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B. GENERAL INFORMATION

1. Definitions

- a. Passport is document issued by a state to a citizen for purpose of identifying him and attesting his citizenship while in a foreign country.
- b. Visa is the permission extended by country to an alien to enter the country for a stated purpose and for an indicated time. Some of the more common types of U. S. visas are:
 - (1) Immigration visa - authorizes an alien to reside permanently in U. S.
 - (2) Official visa - granted accredited officials of foreign governments when entering U. S. on official government business
 - (3) Temporary visitors' visa - granted aliens desiring entry into U. S. temporarily for business or pleasure
 - (4) Crew list visa - granted alien seamen on cruise on vessels including aircraft. Seamen are not required to submit individual passports or other travel documents or visas when seeking to enter U. S. in status of alien seamen.
 - (5) Transit certificate - granted an alien to allow him to pass through U. S. in order to reach a foreign destination

2. Issuance of passports

- a. U. S. passports granted and issued only to American citizens, either native born or naturalized, by Passport Office, State Department. During peacetime in foreign countries they are granted, issued, and verified by diplomatic representatives of U. S., such as consuls.
- b. In order to obtain passport, a written application necessary. Applicant must apply in person and his declarations made under oath; must prove his American birth by birth certificate or baptismal certificate or, in case of naturalized citizen, must produce certificate of naturalization.
- c. [Passport valid not more than five years. Upon expiration of five years, an individual must apply for a new passport if he desires to be in possession of a valid passport. If passport was issued before 8-26-68, it was automatically renewed by Public Law 90-428 for a period of two years making it valid for five years from original date of issue.]

3. Issuance of visas

- a. Alien desirous of obtaining visa must first file application, accompanied by original birth certificate, police and medical certificate, and other essential facts to justify American consul in issuing visa.
- b. Visa Office of State Department merely acts as an auxiliary to INS as pertains to issuance of visas.
- c. Usually a fee is collected and paid into Treasury of U. S. for execution of each application of an alien for a visa and for each visa issued.
- d. Validity is normally limited to four months but may be up to three years with exceptions.

C. POLICY

1. Passports

- a. Conduct no investigation upon receipt of complaint.
- b. Forward information to Bureau by letterhead memorandum for transmittal to State Department which has primary investigative jurisdiction.
- c. State Department, on occasions, requests Bureau to conduct investigation.
- d. Requests for check of records of Passport and Visa Offices, State Department, or obtaining of photostats of passport application or visa should be set forth for WFO. Include all available biographical data to facilitate locating records. State Department reference or file number should be set forth if known.

2. Visas

- a. Conduct no investigation concerning immigration visas.
- b. All complaints should be referred by field office to appropriate INS office, which agency supervises entry and departure of aliens.

D. INVESTIGATIVE PROCEDURE

1. Issuance of false passports by unauthorized person - § 1541

- a. State Department will advise Bureau at time investigation requested whether subject authorized to issue passports. If subject unknown at time facts are referred by State Department and subsequent investigation reveals his identity, set out lead for WFO to contact State Department to determine if subject so authorized.
- b. False passport should be obtained and transmitted to FBI Laboratory properly marked as evidence for examination to prove if it is a false passport.

2. False statement in application -- § 1542

- a. Investigations will necessarily be conducted with the view to proving falsity of statements appearing in application for passport.
- b. Generally, investigation will consist of record checks and interview of old acquaintances who may have some independent knowledge of false statement.
- c. In cases involving false statements by naturalized citizen, consideration should be given to information available at INS.

3. Falsely made, forged, altered, mutilated, or counterfeit passports - § 1543

Consideration should be given to facilities of FBI Laboratory in this type examination. Examination should be requested of all questioned materials, particularly in regard to erasures and eradications, handwriting and typewriter examinations, paper examinations, examination of seal on passport, etc.

[4. Use of a passport of another - [§ 1544]

- a. This type investigation deals primarily with establishing identity and showing that subject not identical with individual mentioned in passport.
- b. Passport should be examined in an effort to identify and locate person to whom originally issued. Photograph of subject appearing on passport should be exhibited to witnesses and old acquaintances to establish subject's identity and to prove he is not identical with person to whom passport originally issued.

E. STATUTE OF LIMITATIONS - 10 years

F. CLASSIFICATION - 40

G. CHARACTER - PASSPORT AND VISA MATTER

A. STATUTES

1. Criminal provisions
Title 50 App., USC, § 462 (§ 12, Title 1, Public Law 759, 80th Congress)
2. Reemployment provisions
Title 50 App., USC, § 459 (§ 9, Title 1, Public Law 759, 80th Congress)
3. Extensions of act
Public Law 572, 81st Congress, extended act to 7-9-50; and Public Law 599, 81st Congress, extended it to 7-9-51. Public Law 51, 82nd Congress, approved 6-19-51, changed name of act to Universal Military Training and Service Act, as amended, and extended inductions under act to 7-1-55, except persons deferred under section 6 on or after 6-19-51; may be inducted even after 7-1-55. Despite change in name of act, no change in character of Bureau reports and communications. Public Law 118, 84th Congress, approved 6-30-55, extended act to 7-1-59 as to general registrants. Public Law 85-62, approved 6-27-57, amended act as to persons in the medical, dental, and allied specialist categories. Public Law 86-4, 86th Congress, approved 3-23-59, extended act to 7-1-63 as to registrants. Public Law 88-2, 88th Congress, approved 3-28-63, extended act to 7-1-67. Public Law 90-40, 90th Congress, extended act to 7-1-71. This act may be cited as the "Military Selective Service Act of 1967." Public Law 92-129, 92nd Congress, extended act to 7-1-73. This act may be cited as the "Military Selective Service Act." No change in character of Bureau reports and communications.

B. REGISTRATION

1. [Male citizens who have attained their eighteenth anniversary of the day of their birth and have not attained the twenty-sixth anniversary of the day of their birth are required to register within a sixty day period commencing thirty days before the eighteenth anniversary of the day of their birth.]
2. A person unable to register because of circumstances beyond his control must register as soon as possible after cause of inability ceases.
3. Generally aliens admitted as permanent residents required to register within six months after entering the U. S. Certain diplomatic officials and certain aliens temporarily admitted to the U. S. for specific purposes not required to register. In addition, any alien lawfully admitted to the U. S. as nonimmigrant not required to register for so long as he continues to maintain a lawful non-immigrant status in the U. S.
4. Men on active duty in armed forces need not register. Must register within thirty days after separation from service, if not registered and would have been required to register except for active duty status.
5. Registration and classification of citizens abroad
Presidential Proclamation 2972, 4-17-52 (Federal Register, volume 17, number 78, 4-19-52, page 3473), and part 1655, Selective Service Regulations, provide for registration during July, 1952, by U. S. consular and diplomatic officers, chief registrars appointed by the Director of Selective Service, and registrars appointed as provided in part 1655 of American citizens outside the U. S., except that those born after 7-31-34 will

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register on 18th birthday or within five days. Jurisdiction over each registrant vested in local board covering registrant's address in U. S., as furnished on registration. District of Columbia Local Board #100 (foreign) is established to process registrants who furnish no local address upon registration. As in case of persons registering within U. S., registration card will be mailed to registrant. Part 1655 also makes provision for classification of those registering abroad.

6. Public Law 90-40, approved 6-30-67, authorizes the President, until 7-1-71, to issue special draft calls for doctors, dentists, and other allied specialists who are otherwise liable for induction under the regular draft.
7. Section 1621.2, Selective Service Regulations, made by Selective Service System pursuant to Title I of the act, provides every registrant shall be given selective service number, which shall identify him. This will be composite number made up of four elements. First number represents state in which registrant is registered. Second number, local board within the state. Third, last two digits of year registrant was born. Last, is number assigned to that registrant by local board.

C. PENALTIES OF ACT (SECTION 12, TITLE I) (Title 50 App., USC, § 462)

- "(a) Any member of the Selective Service System or any other person charged as herein provided with the duty of carrying out any of the provisions of this title [sections 451, 453, 454, 455, 456 and 458-471 of this Appendix], or the rules or regulations made or directions given thereunder, who shall knowingly fail or neglect to perform such duty, and any person charged with such duty, or having and exercising any authority under said title [said sections], rules, regulations, or directions who shall knowingly make, or be a party to the making, of any false, improper, or incorrect registration, classification, physical or mental examination, deferment, induction, enrollment, or muster, and any person who shall knowingly make, or be a party to the making of, any false statement or certificate regarding or bearing upon a classification or in support of any request for a particular classification, for service under the provisions of this title [said sections], or rules, regulations, or directions made pursuant thereto, or who otherwise evades or refuses registration or service in the armed forces or any of the requirements of this title [said sections], or who knowingly counsels, aids, or abets another to refuse or evade registration or service in the armed forces or any of the requirements of this title [said sections], or of said rules, regulations, or directions, or who in any manner shall knowingly fail or neglect or refuse to perform any duty required of him under or in the execution of this title [said sections], or rules, regulations, or directions made pursuant to this title [said sections], or any person or persons who shall knowingly hinder or interfere or attempt to do so in any way, by force or violence or otherwise, with the administration of this title [said sections] or the rules or regulations made pursuant thereto, or who conspires to commit any one or more of such offenses, shall, upon conviction in any district court of the United States of competent jurisdiction, be punished by imprisonment for not more than five years or a fine of not more than \$10,000, or by both such fine and imprisonment, or if subject to military or naval law may be tried by court martial, and, on conviction, shall suffer such punishment as a court martial may direct. No person shall be tried by court martial in any case arising under this title [said sections] unless such person has been actually inducted for the training and service prescribed under this title [said sections] or unless he is subject to trial by court martial under laws in force prior to the enactment of this title [June 24, 1948]. Precedence shall be given by courts to the trial of cases arising under this title, and such cases shall be advanced on the docket for immediate hearing, and an appeal from the decision or decree of any United States district court or United States court of appeals shall take precedence over all other cases pending before the court to which the case has been referred.
- "(b) Any person (1) who knowingly transfers or delivers to another, for the purpose of aiding or abetting the making of any false identification or representation, any registration certificate, alien's certificate of nonresidence, or any other certificate issued pursuant to or prescribed by the

provisions of this title sections 451, 453, 454, 455, 456 and 458-471 of this Appendix, or rules or regulations promulgated hereunder; or (2) who, with intent that it be used for any purpose of false identification or representation, has in his possession any such certificate not duly issued to him; or (3) who forges, alters, knowingly destroys, knowingly mutilates, or in any manner changes any such certificate or any notation duly and validly inscribed thereon; or (4) who, with intent that it be used for any purpose of false identification or representation, photographs, prints, or in any manner makes or executes any engraving, photograph, print, or impression in the likeness of any such certificate, or any colorable imitation thereof; or (5) who has in his possession any certificate purporting to be a certificate issued pursuant to this title said sections, or rules and regulations promulgated hereunder, which he knows to be falsely made, reproduced, forged, counterfeited, or altered; or (6) who knowingly violates or evades any of the provisions of this title said sections or rules and regulations promulgated pursuant thereto relating to the issuance, transfer, or possession of such certificate, shall, upon conviction, be fined not to exceed \$10,000 or be imprisoned for not more than five years, or both. Whenever on trial for a violation of this subsection the defendant is shown to have or to have had possession of any certificate not duly issued to him, such possession shall be deemed sufficient evidence to establish an intent to use such certificate for purposes of false identification or representation, unless the defendant explains such possession to the satisfaction of the jury."

"(c) The Department of Justice shall proceed as expeditiously as possible with a prosecution under this section, or with an appeal, upon the request of the Director of Selective Service System or shall advise the House of Representatives and the Senate in writing the reasons for its failure to do so."

"(d) No person shall be prosecuted, tried or punished for evading, neglecting, or refusing to perform the duty of registering imposed by Section 3 of this title unless the indictment is found within five years next after the last day before such person attains the age of twenty-six, or within five years next after the last day before such person does perform his duty to register, whichever shall first occur."

D. SELECTIVE SERVICE CLASSIFICATIONS

1. Class I

- a. Class I-A: Available for military service
- b. Class I-A-O: Conscientious objector available for noncombatant military service only
- c. Class I-C: Member of the Armed Forces of the United States, the [National Oceanic and Atmospheric Administration,] or Public Health Service
- d. Class I-D: Member of reserve component or student taking military training
- e. [Class I-H: Registrant not subject to processing for induction
- f. Class I-O: Conscientious objector available for alternate service
- g. Class I-W: Conscientious objector performing alternate service in lieu of induction]

2. Class II

- a. Class II-A: Registrant deferred because of civilian occupation [(except agriculture) or nondegree study]
- b. Class II-C: Registrant deferred because of agriculture occupation
- c. [Class II-D: Registrant deferred because of study preparing for the ministry
- d. Class II-S: Registrant deferred because of activity in study]

3. Class III

- a. Class III-A: Registrant with a child or children; and registrant deferred by reason of extreme hardship to dependents

4. Class IV

- a. Class IV-A: Registrant who has completed service
- b. Class IV-B: Officials deferred by law
- c. Class IV-C: Aliens
- d. Class IV-D: Minister of religion
- e. Class IV-F: Registrant not qualified for military service
- f. Class IV-G: Registrant exempted from service during peace
- g. Class IV-W: Conscientious objector who has completed alternate service in lieu of induction

5. [Deleted]

E. OFFENSES

1. By persons required to be registered

a. Failure to be registered

(1) Elements

- (a) Duty to present self for and submit to registration (§ 3, Title I, of act and §§ 1611.1 through 1611.7, S. S. Regulations)
- (b) Wilful evasion or refusal of registration (§ 12(a), Title I, of act)

(2) Venue lies in district in which subject is located

2. By registrants

a. Failure to complete and return questionnaire

(1) Elements

- (a) Registration
- (b) Proper mailing of questionnaire by local board
- (c) Wilful failure to complete and return questionnaire within required time

(2) Venue in district in which local board located

b. Making false statements or certificates

(1) Elements

- (a) Registration
- (b) Knowingly making false statement or certificate regarding or bearing upon a classification or in support of any request for particular classification

c. The following amendment has been made to section 1617.1 of the Selective Service Regulations under Executive Order 10809:

"Effect of failure to have unaltered registration certificate in personal possession. Every person required to present himself for and submit to registration must, after he has registered, have in his personal possession at all times his Registration Certificate (SSS Form No. 2) prepared by his local board which has not been altered and on which no notation duly and validly inscribed thereon has been changed in any manner after its preparation by the local board." Failure to have registration certificate in personal possession at all times. This is prima facie evidence of failure to register (§ 1617.1, S. S. Regulations). No provision requires registrant to exhibit card. Venue lies in district in which person was found to be without certificate.

d. Failure to have current notification of classification in personal possession (§ 1623.5, S. S. Regulations)

There is no provision requiring registrant to exhibit notice of classification to designated officials.

e. Failure to keep local board informed as to current address

f. Failure to keep local board informed as to changes in status

g. Failure to report for examination or induction

(1) Elements

- (a) Registration
- (b) Proper mailing by board of notice to report
- (c) Wilful failure to report at required time and place

- h. Knowingly failing, neglecting, or refusing to perform any duty required of registrant under act or regulations
- i. Evading or refusing service in armed forces or any of the requirements of Title I
- 3. By members of Selective Service System or any other person charged by Title I with duty of carrying out any of provisions act or regulations
 - a. Failure or neglect to perform duty
 - (1) Elements
 - (a) Official capacity
 - (b) Duty of carrying out any provisions of act or regulations
 - (c) Knowingly failing or neglecting to perform such duty
 - (2) Venue in district in which duty is to be performed
 - b. Making false registration, classification, etc.
 - (1) Elements
 - (a) Official capacity
 - (b) Knowingly making, or being a party to the making of, any false, improper, or incorrect registration, classification, physical or mental examination, deferment, induction, enrollment, or muster
- 4. By any person
 - a. Knowingly making, or being party to making of, any false statement or certificate regarding or bearing upon a classification or in support of any request for particular classification
 - b. Knowingly counseling, aiding, or abetting another to refuse or evade registration or service in armed forces or any of the requirements of act or regulations
 - c. Knowingly hindering or interfering or attempting to do so, in any way, by force or violence or otherwise, with administration of Title I of act or regulations
 - d. Conspiracy to violate act
 - e. Issuance, transfer, or possession of falsely made, reproduced, forged, counterfeited, or altered certificates
 - (1) Knowingly transferring or delivering to another, for purpose of aiding or abetting the making of any false identification or representation, any registration certificate, alien's certificate of nonresidence, or any other certificate issued pursuant to or prescribed by act or regulations
 - (2) Possessing any such certificate not duly issued to subject with intent it be used for any purpose of false identification or representation
 - (3) Forging, altering, knowingly destroying or mutilating any draft registration card, or in any manner changing any such certificate or any notation duly and validly inscribed thereon
 - (4) With intent that it be used for any purpose of false identification or representation, photographing, printing, or in any manner making or executing engraving, photograph, print, or impression in likeness of any such certificate or any colorable imitation thereof
 - (5) Possessing any certificate purporting to be issued pursuant to act or regulations, knowing same to be falsely made, reproduced, forged, counterfeited, or altered. Proof defendant has or has had possession of any certificate not duly issued to him is sufficient evidence to establish intent to use such certificate for purposes of false identification or representation, unless defendant explains such possession to satisfaction of jury.

F. DELETED

G. DELINQUENTS

- 1. Registrants who become delinquent are reported to the USA, who refers cases to Bureau field office.
- 2. Submit closing report to Bureau except no-card cases, when process not issued and information is trivial or negative, or when form FD-411 is used.

Closing report must be submitted in cases involving aliens, [5 copies of report] when Public Law 414 declared applicable by U. S. Attorney; employees of Selective Service; bombings of or interference with Selective Service System; counseling, aiding, and abetting; burning or mutilating draft cards; veterans' reemployment; prominent people; or cases investigated under Selective Service Act - Sedition; or those which originate in the Department of Justice.

3. Investigative steps and procedures

a. Preliminary steps

Carefully review subject's selective service file for information which will serve as basis for leads. Unnecessary effort and expense can be eliminated by thorough and analytical review of selective service file preliminary to investigation, and no investigation should be conducted prior to such review in absence of good reason to the contrary. Large proportion of cases have been closed in past because subject found to be IV-F, or incarcerated or confined in penal or mental institution, or serving in armed forces, or exempt because of prior service, or coverage, or because registration fictitious. In many instances, selective service files will contain information indicating or suggesting case will fall into one or another of these categories, thus giving direction to investigation and enabling investigator to select procedure most likely to prove successful in each case, without preliminary wasted motion. In addition, review will disclose any obvious defects of procedure by local board indicating premature referral of case to USA or denial of procedural rights of registrant. In such cases, USA may desire to return case to board, without investigation, for further processing.

b. Placing wanted notices

- (1) To eliminate needless searches by Identification Division, wanted notices should ordinarily not be placed until after preliminary investigation completed. By this procedure, a local arrest, FBI, or alien registration number may be obtained which will afford positive means of identification. [When wanted-flash-cancellation notice (FD-165) submitted to Identification Division in Selective Service cases where subject being sought for interview and process not issued, designate one copy for NCIC. When subject no longer being sought for interview, submit FD-165 to Identification Division and designate one copy for NCIC. If process obtained prior to location of subject for interview, make entry in NCIC from field office terminal and no additional notification to NCIC is necessary. No change in instructions concerning NCIC entries in the Wanted Persons File concerning Selective Service subjects for whom process issued.]
- (2) Wanted notices and fugitive form letters submitted to Bureau in these cases must contain, in addition to usual descriptive data, selective service number of subject. Wanted notices must be promptly canceled when purpose has been served. Police departments should be requested to place number and address of all subjects' local boards on fingerprint cards submitted by them in space provided for "Arrest or Receipt."
- (3) Wanted notices should not, as general practice, be placed with law enforcement agencies. No objection to requesting local law enforcement agency to be on alert for particular subject, but care should be taken to advise law enforcement agency when subject is no longer wanted.

4. Subjects believed to be unacceptable for military service

To eliminate needless investigation, Agents must be alert to any information indicating subjects may be unacceptable for induction. Good judgment and common sense must be exercised to insure that investigative time and effort are not wasted on these cases.

a. Registrants

(1) Physically or mentally unfit

When information of this type which would affect registrant's classification is received in case in which evidence of wilful violation not developed, discuss facts with USA. If USA has no

objection, furnish information developed to local board in writing for its assistance in reclassifying subject. If USA has any objection, or if local board declines to classify registrant IV-F on basis of available information, continue investigation to logical conclusion.

(2) Morally unfit

Information developed showing a registrant is not morally fit for induction under established standards (Army Regulations 601-270) should also be discussed with USA, and, if he has no objection, local board should be contacted to determine whether subject should be placed in class IV-F. If he is so classified and prosecution declined by USA, form FD-411 should be prepared. Under Army Regulations 601-270, past criminal record may be waived by armed forces and subject accepted for service. Pending criminal charges against subject cannot be waived. Parole, probation, conditional release, suspended sentence cannot be waived, unless offense involved not a felony. Before discussing with USA, carefully read Army Regulations Number 601-270, Personnel Procurement Armed Forces Examining Stations and Armed Forces Induction Stations.

b. Nonregistrants

Persons who enter the armed forces prior to their eighteenth birthday must register within thirty days after separation from service. (See B, 4, above.) The Department has advised the USAs are not justified in requesting investigation in these cases where facts clearly indicate the subject is not acceptable to the military. When information is developed during the course of investigation indicating subject would be unacceptable to the armed forces for physical, mental, or moral reasons, the investigation should be discontinued and these facts called to the attention of the USA. If he should indicate he desires the investigation be pursued, the facts, including the USA's opinion, should be submitted to the Bureau by letterhead memorandum for presentation to the Department prior to conducting any further investigation.

5. Subjects over 26 years of age

- a. Section 4(a), Title I, provides no person, without his consent, shall be inducted for training and service under this title, except as otherwise provided therein, after he has attained twenty-sixth anniversary of the day of his birth. Section 6(h), Title I, provides registrants deferred on or after 6-19-51 "under the provisions of this section" shall remain liable for training and service until 35th anniversary of date of birth. Local Board Memorandum #38 interprets section 6(h), Title I, as extending liability for all deferments under section 6, as amended 2-19-62. Under 3 and 4 the memorandum lists, respectively, deferments which extend liability and classifications which do not constitute deferments under section 6 of Title I, and, therefore, do not extend liability.
- b. Cases involving delinquents who violated Selective Service Act before attaining 26th anniversary of their birth should not be closed even though received subsequent to subject's 26th birthday, unless:
 - (1) The investigation discloses that violation was not wilful, or that subject is not physically, mentally, or morally fit for induction.
 - (2) The USA declines prosecution and authorizes closing of case. All cases which appear to have been closed improperly should be called to the Bureau's attention for referral to the Department.
- c. Unless section 6(h), Title I, is applicable, alleged violations committed after subject's 26th birthday anniversary should be discussed with USA to determine whether case should be closed or investigation conducted. If the reported delinquent was on 6-19-51, or at any time thereafter, deferred in any classification extending liability for service to age 35 (Local Board Memorandum #38), investigation should be initiated without consulting USA.

6. Service in armed forces

a. Veterans

Veterans having service prescribed by act are exempt from induction. If subject's selective service file indicates prior military service and no record appears that board has endeavored to verify service, board and USA should be advised in writing that case is being returned to board for further processing and that no investigation will be conducted in the absence of a further request. If, on other hand, Bureau investigation develops information indicating possible prior service, such information should be verified by office of origin by communication with appropriate field office on form FD-188. USA should be advised if prior service is verified and is such as to exempt subject from induction.

b. Current service

Many cases are received in which investigation establishes reported delinquents are currently serving in armed forces. Such instances usually occur through failures in utilization of Defense Department form #53, by which Selective Service System should be informed of entry of registrants into armed forces otherwise than by induction. Part VII, Local Board Memorandum #46, provides that, whenever a local board or state headquarters is advised that a registrant has been enlisted or commissioned in armed forces and has entered upon active duty, or has entered upon extended active duty from a reserve status (other than active duty for training purposes only), and no record is found of receipt of DD form 53, request for armed forces information (SSS form #720) shall be addressed to branch of service concerned, through state director of Selective Service. Accordingly, when subject's selective service file contains information indicating he is, or may be, on active duty in armed forces, and local board has not attempted verification, USA and board should be advised in writing case is being returned to board for further processing in accordance with part VII, Local Board Memorandum #46, and that no investigation will be conducted in absence of further request.

On the other hand, should Bureau investigation develop indication of current service in armed forces, office of origin should attempt verification by communication with the appropriate field office on form FD-188. USA should be promptly advised if service is verified.

7. Fictitious registrations

Selective Service Regulation 1613.43a requires local boards to mail registration certificates (SSS form #2) to registrants not later than five days after the registrant has been assigned a selective service number. By Operations Bulletin #56, local boards were instructed as to procedure to be followed upon return of a certificate undelivered by Post Office Department, i.e., to endeavor to contact person listed as always knowing registrant's whereabouts and employer, if any, listed by registrant and, if negative reports are received from them, to report case immediately to USA as possible case of fictitious registration. Upon receipt of confirming report from USA, board is authorized to cancel registration as fictitious. Upon receipt of such a case from USA, investigation should be made promptly to ascertain whether registration is fictitious. Ordinarily, this can be determined by checking out all information furnished by subject at time of registration. If information is false or cannot be substantiated, registration may be considered fictitious, and form FD-411 should be prepared, of which USA must receive a copy. Although fictitious registrations may be motivated by desire for identifying document to accomplish any of an infinite variety of purposes, from enlisting in the armed forces or obtaining employment to evading arrest for desertion or past criminal offenses, majority of such registrations fall within one of the following categories:

- a. Registrations by juveniles to obtain selective service cards for identification purposes in obtaining access to places, activities, or employments from which normally excluded because of their youth. Ordinarily, access is desired to pool halls, taverns, and the like, but, occasionally, subject desires to obtain employment or enlist in the armed forces. Age of registrant is falsified to make it appear he is old enough to be admitted.
- b. Registrations by persons desiring an identification document to aid in consummation of a crime, such as cashing stolen, forged, or worthless check, or otherwise obtaining something of value by illegal means

While primary purpose of investigation in cases involving apparent fictitious registrations is to establish whether registrations are, in fact, fictitious, and may be canceled by local boards, each fictitious registration is a violation of the act and every effort should be made during investigation to identify subject so decision as to prosecution may be obtained from USA. Unless unusual circumstances exist, extensive investigation is not to be conducted to identify subject, once it has been established registration is fictitious. If subject not identified during investigation, do not present to USA.

- [[8.] Section 1613.43, paragraph (d), of Selective Service Regulations provides that, if the place of residence shown on lines 2 and 3 of any registration card cannot be identified and located within a particular local board area, the Director of Selective Service shall designate a local board to retain registrant's file. When above situation found to exist in case wherein registrant reported delinquent, and his selective service file is forwarded to a local board in territory of another field office, submit an RUC report. Copies of all previous reports and other pertinent data should be furnished to field office covering local board to which such selective service files are forwarded. The office covering local board receiving such files will then be office of origin.

- [[9.] Verifying service of delinquents in allied forces
Registrants who served in armed forces of any country allied with U. S. in World War II for certain designated periods within certain specified dates are entitled to a deferred classification. Requests to verify such service should be addressed to Bureau. If subject reported to have served in Mexican Army, his local address or FBI or alien registration number should be furnished, as effective search of Mexican records cannot be made without fingerprints.

- [[10.] Facilities of Laboratory
In attempting to identify and locate delinquent, a good photographic copy of his signature as it appears on his registration card and any other available specimens of his known handwriting may be forwarded to FBI Laboratory for comparison with signatures appearing on fingerprint cards in Identification Division concerning persons of similar names and description, or on fingerprint cards of a specific person who has already been established as possible identical with subject. Original documents should not be obtained from selective service files. When necessary to obtain registration cards (SSS form #1) or other original documents from a selective service file, Bureau should be requested to obtain same from Director of Selective Service.

11. If original selective service documents desired for evidentiary purposes in court, it is responsibility of USA to cause them to be produced in court through appropriate legal process.

12. Investigations in foreign countries

When Bureau is requested to initiate investigations in foreign countries, prepare a letterhead memorandum setting out all facts necessary to the investigation, describing subject, and outlining investigation to be conducted. [No specific request to be made to have subject interviewed in foreign country.] The letterhead memorandum should be dated and caption should consist only of name, aliases, and selective service number of subject. Original and five copies of letterhead memorandum should be furnished Bureau as enclosure to a cover letter requesting Bureau to initiate investigation. The letterhead memorandum will be disseminated outside the Bureau and must be factually and grammatically correct. Omit material which should not be disseminated. The letterhead memorandum must be complete in itself, so that investigation can be properly made on basis of letterhead memorandum without reference to other records. For preparation of letterhead memorandum for Legal Attache, Ottawa, see FBI Handbook, part I, section 49A, item 16, or Manual of Rules and Regulations, part II, section 4D, item 1p, (2).

13. Draft raid technique in locating delinquents is contrary to Bureau policy

For reasons stated below under no-card cases, it is necessary that such tactics as mass arrests, slacker raids, or other dragnet tactics be avoided. No such activity on part of Bureau personnel will be tolerated, and Bureau does not desire cooperation of any law enforcement agency engaging in such tactics. Bureau's policy and reasons underlying it should be impressed upon local law enforcement agencies by SACs so that no unpleasantness will develop and so that Bureau can be assured of their cooperation.

14. [Deleted]

15. Aliens

When it is found a male alien who entered the U. S. between 1956 and June, 1962, and is subject to registration did not register for selective service within six months of his arrival, his INS file should be reviewed for a form signed by him when he obtained his visa, which sets forth in his native language his obligation to register for selective service. This form should be found among his entrance papers. In the case of male aliens who entered the U. S. subsequent to June, 1962, this form should be located at the office of the state director for Selective Service in the state where the alien intended to reside when he entered the U. S. In the case of a male alien who has changed his status from temporary to permanent resident subsequent to June, 1961, a notation should be in his INS file indicating he was furnished INS pamphlet I-357. This pamphlet, among other things, advises a male alien of his obligation to register for selective service. When the violation is presented to the USA, he should be specifically advised as to whether or not evidence is available that the alien had been informed of his obligation to register.

H. NO-CARD CASES

1. Sections 1617.1 and 1623.5, Selective Service Regulations, require registrants to have registration certificates and current notices of classification in personal possession. Cases of persons in custody of local authorities will be referred to Bureau offices because these persons do not possess registration certificates or notices of classification. Such cases must be handled in less than 24 hours. First consideration is to determine as rapidly as possible that person in custody is within age group required to register. No cooperative activity is desired on part of police or other local authorities in accosting and detaining individuals merely because they do not have certificates or notifications in their possession. Arrangements should

be made with local authorities so that appropriate Bureau office will be notified if individuals within registration ages are arrested on legitimate local charges and do not possess registration certificates or notices of classification so it may be determined whether they are delinquent for nonregistration or other reasons. It is to be clearly understood and imparted to local authorities that no arrests or detentions for sole purpose of determining whether an individual is in possession of registration certificate or notification of classification are desired. Such action may constitute illegal arrest or detention and Bureau will not be party to such activities on part of local authorities who may be over-zealous or attempting to use this act as authority for arrest of individuals in instances where no grounds for arrest under local laws and ordinances. Detention of an individual on charge of "hold for FBI," or any similar phraseology, while registration is being verified must be neither requested nor tolerated. It is responsibility of SAC to advise USA of above policy so there will be no misunderstanding on his part as to course of action Bureau will pursue in these cases. There are numerous persons and organizations opposed to the act who will distort facts and take any other action necessary to bring act into public disfavor. Illegal detention of "no-card" subjects will provide such persons and organizations with exactly the ammunition they desire.

2. Verification of registration of subjects in police custody who do not possess registration certificate or notice of classification
 - a. If subject in custody of local police without cards and has NOT been charged with and arraigned on local offense:
 - (1) Immediately advise USA subject is being held and steps are being taken to ascertain his selective service status and determine whether USA authorizes prosecution for failure to possess registration certificate or notification of classification.
 - (a) If prosecution authorized, immediately file complaint and immediately notify local authorities to prevent subject's release.
 - (b) If USA declines prosecution or defers decision until subject's selective service status ascertained, immediately advise local authorities subject's detention on selective service charges is not desired by FBI. If it develops subject is delinquent, he may then be charged with substantive offense, and, if he has, in meantime, been released by local authorities and his whereabouts is unknown, process should be obtained and he should be considered a fugitive.
 - (2) Immediately initiate an investigation to ascertain subject's selective service status.
 - b. If subject IS being held on local charges and will be so held regardless of whether or not he possesses registration certificate and notification of classification:
 - (1) Immediately institute investigation to verify all information concerning subject's alleged registration, and ascertain whether he is delinquent, and have facts submitted to appropriate USA for his opinion as to prosecution.
 - (2) If subject not delinquent with local board, field office covering place of subject's incarceration should immediately discuss facts concerning failure to possess registration certificate or notice of classification with USA and obtain decision as to prosecution, unless blanket decision from USA declining prosecution in such cases has been previously obtained.
 - (3) Local authorities must be promptly informed of the decision of the USA.
 - c. To obviate necessity of sending more than two teletypes in verifying registration, office having jurisdiction over place of incarceration should obtain following information to be included in teletype to office covering subject's local board:

- (1) Name under which subject registered
- (2) Residence address given on registration
- (3) How far subject has progressed in being classified, and whether willing to comply with further instructions of local board
- (4) Description, which should be used in teletype if name is common one
- (5) Identity of transfer board if subject is to be inducted
- d. Bureau office covering subject's local board should immediately ascertain whether subject is registered.
 - (1) If subject not delinquent, advise office covering place of subject's incarceration by teletype immediately.
 - (2) If subject is delinquent, present to USA for opinion as to action desired, and, ~~within 24 hours~~ of receipt of request, advise office covering place of subject's incarceration of action desired.
- e. Upon receiving advice a subject is delinquent, and that USA declines prosecution on condition subject complies with his obligations under the act, immediate steps should be taken by field office covering place of incarceration to secure subject's prompt compliance so that local police will not be called upon to hold subject for Federal Government without compensation. If there is to be delay in effecting compliance, matter should be promptly discussed with USA for purpose of obtaining Federal custody of subject, either on basis of process issued in district covering his local board or on basis of complaint and warrant, in district covering his incarceration, charging failure to possess registration certificate and/or notice of classification, or failure to report for induction, if warranted. It is not responsibility of this Bureau to present a man to a draft board physically for registration, classification, etc., nor to transport him to an induction center. Such handling of the prisoner is the responsibility of appropriate USM.

I. TURN-IN CASES

No investigation is to be conducted in these cases until the case is referred by the USA, if investigation is warranted following administrative review by Selective Service. Where certificates of registration and/or notices of classification are turned in to a governmental agency, other than the Selective Service System, those cards should be turned over to the nearest FBI field office. The field office is to retain those cards and in writing notify the appropriate state director of Selective Service of each registrant's action and provide a copy of the card or cards, with a copy of this correspondence directed to the USA for the district in which the card or cards were turned in. The local board of each registrant will subsequently notify the field office whether or not the card turned in is valid and, if such is the case, this is to be reported by the field office to the USA in whose district the card was turned in.

If the registrant's local board is covered by a USA other than the USA in whose district the card was turned in, that particular USA should also receive a copy of the correspondence. A copy of the correspondence should also be sent to the field office covering the registrant's local board and to the Bureau for appropriate indexing.

J. SELECTIVE SERVICE PERSONNEL

1. Investigative steps

If complaint is received alleging official or employee of Selective Service System has violated criminal provisions of act, thoroughly interview informant to secure all details upon which complaint based. If complaint specific and believed to have substance, appropriate investigation should be initiated immediately. Bureau must be advised of complete facts immediately and report of completed investigation submitted within 30 days.

2. Miscellaneous complaints alleging misconduct on part of draft officials, unaccompanied by specific allegation of fraud, should be referred to state director of Selective Service. For example, a complainant may submit list of registrants he considers, incorrectly classified, without alleging facts upon which prosecution might be predicated. Matters which are administrative in nature should be referred to state director of Selective Service for handling. Allegations of incorrect classifications may be checked by Selective Service auditors. If criminal violation indicated, Selective Service System may then refer matter to Bureau for investigation.

K. MISCELLANEOUS COMPLAINTS

When complaint received alleging violation of act, preliminary investigation should be instituted. Complaints which on their face indicate dissatisfaction with action taken by local board regarding classifications or deferments, or of similar nature, should be referred either to local board involved or state director of Selective Service, inasmuch as classification of registrants is within exclusive jurisdiction of Selective Service System. If allegation is to effect registrant has obtained a classification to which not entitled by reason of having furnished local board information which is not true, such circumstances would constitute an allegation a criminal violation has been committed and should be investigated.

L. COUNSELING EVASION OF ACT OR REGULATIONS; HINDERING OR INTERFERING

1. Organized opposition to act

A number of organizations and persons are actively engaged in formulating, promoting, and organizing opposition to act. Such opposition may assume various forms, such as efforts directed toward repeal of act, encouraging registrants to avail themselves of grounds for deferment or exemption provided by or under act, and counseling noncompliance with act through refusal or evasion of registration, service, or other duties imposed by act or regulations. Activities of these organizations may come in conflict with either or both of two penal provisions of section 12(a) of Title I of act, which prohibits counseling of evasion or refusal of any of provisions of Title I, as well as hindering or interfering with administration of this title, and may also constitute violations of peacetime sedition statutes.

Violations of the two mentioned provisions of section 12(a) may occur either because of results sought by organization or individual opposed to act or because of manner in which organization or individual attempts to achieve desired ends. Any activities which constitute counseling, aiding, or abetting of refusal or evasion of any of provisions of Title I are illegal and punishable under act, regardless of the manner in which carried on. On the other hand, activities directed toward repeal of act or encouragement of registrants to assert rights granted to them by act are not in violation of Title I unless carried on in such manner as to constitute hindrance or interference with administration of act. For example, it is possible persons advocating repeal and attempting to influence others to join them in that purpose may picket registration centers, local boards, etc., in such a manner as to hinder or interfere with administration of act.

No active investigation should be conducted until authorized by Bureau. Observation of these activities should be continued and Bureau offices should arrange to receive information from police agencies, informants, and similar sources. Copies of handbills and literature should be obtained and appropriately identified and preserved for possible future use. Photographs of picket-line activities should be obtained, unless inadvisable under existing circumstances, particularly when signs are carried counseling evasion or refusal of registration, service, or other provisions of act.

M. MALINGERERS AND AIDING AND ABETTING

1. On receipt of complaint registrant has been rejected at induction center because he has feigned psychoneurosis, a psychopathic personality, failed to meet minimum mental and literacy tests, or a physical disability, preliminary investigation should be conducted to ascertain reliability of information and facts presented to USA for opinion as to further investigation and prosecution. In preliminary investigation, original complainant should be thoroughly interviewed and registrant's status at his local board should be determined. Care and good judgment must be exercised in conducting this type of investigation, as Bureau does not desire to be placed in position where it can be accused of disputing medical findings of doctors or psychiatrists.
2. When specific allegations are made that some person instructed registrants in schemes to obtain ~~rejections~~ or aided or abetted registrants therein, immediate and thorough investigation should be conducted and facts presented to USA when case sufficiently developed to enable him to determine if prosecution advisable. Bureau must be currently advised of all developments in cases of this type and investigation should be handled promptly.

N. PRESENTING CASES TO USA

1. All pertinent facts relating to reported violations of act should be thoroughly discussed with USA. A decision as to prosecution should not ordinarily be sought from USA until evidence has been obtained indicating violation is wilful, or delinquent has been located and interviewed. Large number of registrants are found by investigation to be veterans exempt from induction, currently serving in armed forces, or obviously disqualified physically or mentally. Complaints filed with U. S. Magistrates by Agents in these cases are regarded by public as formal accusations by Bureau of serious violations of law punishable by severe penalties. Good judgment and common sense should be used so that reported delinquents are not ~~lightly or carelessly~~ thus stigmatized. When a USA indicates in advance ~~he will decline prosecution~~ in favor of compliance by subject if the violation is not wilful and subject is willing to comply, decision as to whether violation was wilful must be made by USA and not by Agents. Accordingly, after location and interview of a delinquent, all pertinent facts developed must be presented to USA for a prosecutive opinion before any arrangements are made to enable delinquent to bring himself into compliance with act.

When information is obtained a subject is or may be armed and dangerous, process should be obtained, if possible, for protection of Agents in approaching him for questioning. Any evidence indicating wilfulness should be furnished USA. Possibility such delinquents may be morally unacceptable to armed forces because of arrest records or pending criminal proceedings against them should also be borne in mind with view to furnishing available information to local board, if USA has no objection, for consideration in connection with possible reclassification of subject. (Refer to Army Regulations 601-270.)

2. Deleted
3. Deleted

O. RECALCITRANT INDUSTRY

1. Statutes (Title 50 App., USC, § 468)
 - a. Section 18(a), Title I, of act authorizes President whenever, after consultation with and receiving advice from National Security Resources Board (now [Office of Preparedness, General Services Administration]), he determines it is in interest of national security for Government to obtain prompt delivery of any articles or materials, the procurement of which has been authorized by Congress exclusively for use of armed forces or Atomic Energy Commission, to place with any person operating a plant, mine, or other facility capable of producing such articles or materials an order for such quantity thereof as he deems appropriate.

Any person with whom an order is placed pursuant to this section is to be advised the order is placed pursuant to provisions of this section.

Section 18(b) provides it shall be duty of any person with whom an order is placed pursuant to section 18(a):

- (1) To give such order such precedence with respect to all other orders theretofore, or thereafter, placed with such person as President may prescribe, and
- (2) To fill such order within time prescribed by President or as soon thereafter as possible

Section 18(c) authorizes President to seize and operate any plant, mine, or other facility which refuses or fails to give such an order prescribed priority; to fill such an order within prescribed time; to produce kind or quality of articles or materials ordered; or to furnish quantity, kind, and quality of articles or materials ordered at negotiated price or, in event of failure to negotiate a price, at such price as producer may subsequently be determined to be entitled to receive under section 18(d), which provides fair and just compensation shall be paid by U. S.

As used in section 18, term "person" means any individual, firm, company, association, corporation, or other form of business organization, and a plant, mine, or other facility shall be deemed capable of producing any articles or materials if it is then producing or furnishing such articles or materials, or if President, after consultation with and receiving advice from National Security Resources Board (now[Office of Preparedness, General Services Administration]), determines it can be readily converted to production or furnishing of such articles or materials.

- b. By section 18(h)(1), President is empowered, through Secretary of Defense, to require all producers of steel in U. S. to make available to individuals, firms, corporations, etc., having orders for steel products or materials required by armed forces such percentages of steel production of such producers, in equal proportion, deemed necessary, for expeditious execution of orders for such products or materials. Compliance with such requirement is obligatory on, and takes precedence over all orders and contracts theretofore placed with, such producers of steel. President is authorized to take immediate possession of plant or plants of any steel producer refusing to comply.

2. Types of offenses under section 18, Title I

a. Plants, mines, and other facilities

- (1) Failure or refusal to give prescribed precedence to order placed under section 18(a)

(a) Elements

- I. President, after consulting with and receiving advice from National Security Resources Board (now[Office of Preparedness, General Services Administration]), has determined that it is in interest of national security for Government to obtain prompt delivery of certain articles or materials.
- II. Procurement of such articles or materials has been authorized by Congress exclusively for use of armed forces or of Atomic Energy Commission.
- III. President, through head of any Government agency, has placed an order with defendant (or firm, etc., of which he is an officer) for quantity of such articles or materials.
- IV. Defendant (or firm, etc., of which he is an officer) is capable of producing articles or materials ordered as defined in section 18 (g) (2) of Title I of act.
- V. Person, firm, etc., with whom order was placed was advised the order was placed pursuant to provisions of section 18(a), Title I, of act.
- VI. Wilful failure or refusal to give the order such precedence with respect to all other orders (Government or private) theretofore or thereafter placed with defendant (or firm, etc., of which he is an officer) as was prescribed by President

- (2) Failure or refusal to fill order within time prescribed or as soon thereafter as possible

(a) Elements

- I. I through V same as above
- II. Wilful failure or refusal to fill order within period of time prescribed by President or as soon thereafter as possible

b. Producers of steel

(1) Refusal to comply with requirement for percentage of production

(a) Elements

- I. President, through Secretary of Defense, has required all steel producers in U. S. to make available to individuals, firms, etc., having orders for steel products or steel materials required by armed forces a percentage of the steel production of such producers, in equal proportions, deemed necessary for expeditious execution of orders for such products or materials.
- II. Defendant is producer of steel in U. S. or a responsible head of a firm, etc., producing steel in U. S.
- III. Refusal to comply with requirement to make available designated percentage of steel production

3. Bureau policy

No investigation with respect to a reported violation of section 18, Title I, shall be conducted without prior Bureau authority.

P. REEMPLOYMENT PROVISIONS

1. Statutes (Title 50 App., USC, § 459)

- a. Section 9 of Title I provides any person who has satisfactorily completed his period of training and service under this act shall be restored to his former position or a position of like seniority, status, and pay, if still qualified to perform duties of such position, and if not so qualified by reason of disability sustained during his service under the act, shall be restored to some other position in employ of former employer, duties of which he is qualified to perform. Such other position must provide like seniority, status, and pay or nearest approximation thereof consistent with circumstances.

Any person claiming to be entitled to benefits under this section must have left a position which was not temporary and must (1) have received certificate from armed forces certifying to satisfactory completion of his period of service, (2) be qualified to perform duties of position left or some other position with previous employer, and (3) make application for reemployment within 90 days. A person qualified for reemployment need not be reemployed by private employer if employer's circumstances have so changed as to make it impossible or unreasonable to do so.

Subsection (d) of section 9 gives U. S. district courts power to require specifically private employers to reemploy persons entitled to reemployment and directs USAs "or comparable officials," if reasonably satisfied person is entitled to reemployment, to appear and act as attorney for such person in settling claim or in enforcing it in court.

Subsection (h) requires Secretary of Labor, through Bureau of Veterans' Reemployment Rights, to render aid in replacement in former positions of persons who have satisfactorily completed service in armed forces. In rendering such aid, Secretary must use existing Federal and state agencies engaged in similar or related activities and must utilize services of volunteers.

2. Bureau policy

No investigation under this section should be initiated except on specific request of USA. Bureau must be advised immediately by routing slip or letter when such a request is received. Letter should contain notation "Informative data - not to be filed." No copies or abstracts necessary.

3. Investigative procedure

- a. Signed statement should be obtained from each person interviewed.
- b. Personnel of Labor Department or of agencies utilized by that Department, who handled veteran's case, should be thoroughly interviewed to ascertain whether veteran qualified for relief and what efforts were made to persuade employer to reemploy veteran.
- c. Thereafter, veteran and employer should be interviewed separately to obtain respective versions of controversy.

- d. If ascertained at any time during investigation that veteran did not comply with statutory requirements in making application for reemployment within 90 days or for any other reason is not entitled to relief, discuss facts with USA to ascertain whether he desires further investigation.
- e. Investigations must receive preferred and expeditious attention to insure security of returning veterans. Investigation should be completed within 30 days.

4. Status

- a. Upon completion of investigation, pending report should be prepared, with lead set out to report final disposition of case. Closing report is to contain complete details as to manner in which veteran's claim was finally settled, and results of any court action, such as fines, damages awarded, veteran reemployed, etc.
- b. Case may be placed in pending-inactive status after investigation completed and only action remaining is to report final disposition.

Q. STATUS

- 1. Particular effort should be made when delinquency matter has been reported and information is subsequently received that delinquency has been removed to have facts presented to USA for prosecutive opinion. By following this procedure, form FD-411 should be prepared where prosecution has been declined in cases of this type. This will obviate necessity of maintaining cases in pending status merely to secure prosecutive opinions from USAs.
- 2. Cases need not be kept pending for extended periods merely to report action of local board. If board or USA has indicated what action has been taken by the board and USA has declined prosecution, case may be closed. This does not apply if other action or investigation to be completed, followed, or reported.
- 3. Deleted

R. CLASSIFICATION - 25

S. CHARACTER

Correct character, which may not be abbreviated in reports, is Selective Service Act, except:

- 1. Deleted
- 2. In reemployment cases, character is "Selective Service Act - Reemployment."
- 3. In cases concerning organized opposition to act, character is "Selective Service Act - Sedition." Selective Service Act should not be carried in character of [communications] setting out investigation conducted concerning another violation unless a violation of the Selective Service Act is also involved.

T. HANDLING DELINQUENTS OUTSIDE UNITED STATES

- 1. Registrants who left or have remained outside U. S. to evade service
 - a. There are no extradition treaties covering selective service cases.
 - b. On 9-27-44, the President signed Public Law 431, 78th Congress, more commonly known as "Expatriation Bill," which amended section 401 of Nationality Act of 1940 (Title 8, USC, § 801) and which (1) provides for automatic expatriation of a citizen of U. S. who departs from, or remains outside of, the country during time of war or national emergency for purpose of avoiding or evading military service and (2) prohibits reentry to U. S. of any alien who departed from U. S.

for same purpose (§§ 136(d) (1) and 801(j), Title 8, USC). These sections were repealed by Public Law 414, 82nd Congress, commonly known as McCarran-Walter Act, and reenacted as sections 1182(a) (22) and 1481 (a) (10), Title 8, USC, the first pertaining to aliens and the second to citizens. In reenactment of this legislation, important changes were made. With respect to aliens, statute excepts from its provisions those who are nonimmigrant aliens at time of departure to avoid service and who seek to reenter as nonimmigrants.

On 2-18-63 the U. S. Supreme Court in Kennedy v. Mendoza-Martinez and Rusk v. Cort (372 U. S. 144 (1963)) held as unconstitutional sections 801(j) and 1481(a) (10), Title 8, USC, pertaining to citizens; thereby barring the U. S. from expatriating citizens who depart or remain outside the country during time of war or national emergency for purpose of avoiding or evading military service.

It is important to note that nonimmigrant aliens who leave to avoid or evade training and service are thereafter ineligible to reenter as immigrants. Information concerning such aliens should, therefore, be furnished by Bureau to Immigration and Naturalization Service (INS) so that any subsequent applications by such aliens for reentry as immigrants may be denied. Accordingly, opinion of USA shall be obtained as to whether section 1182(a) (22) applies to extent of debarring subject from reentry as an immigrant, and summary report shall be prepared in each case in which this section is declared applicable by USA so that Bureau may furnish copies to INS.

2. Aliens

- a. Department issued Order #314-64, dated 3-16-64, addressed to all USAs and all field offices of FBI and INS. This order supersedes Departmental Order #13-53, dated 4-20-53, and sets forth procedures for handling delinquents who leave the U. S. under Title 8, USC, § 1182(a) (22).
- b. The procedures set forth in Departmental Order #314-64 provide as follows:
 - (1) USA shall examine his file and investigative reports in each case and, upon determination section 1182(a) (22) is applicable, he shall so notify the field office of FBI.
 - (2) FBI will furnish INS all information pertinent to application of above section. Application of the law from an administrative viewpoint shall thereafter be responsibility of INS. Where appropriate, FBI should also make such information available to State Department.
 - (3) USA shall notify state director of Selective Service of names, selective service numbers, and local boards in such cases so his records and those of local boards may be appropriately noted.
 - (4) In all cases involving aliens in which indictment not returned, cases may be closed in offices of USA and FBI.

Where any doubt as to disposition of any delinquency case which may fall within purview of above section, matter should be taken up with the Department.

c. Investigative steps

- (1) It is Bureau's responsibility to furnish USA with sufficient information to serve as basis for his decision as to whether or not case falls within purview of this section. If he decides that case is within purview of statute, it is also Bureau's responsibility to furnish the information developed through investigation to INS and, where appropriate, to State Department.
- (2) Investigation should result in obtaining as much of following listed information as possible:
 - (a) Name of subject
 - (b) His address upon registration

- (c) Number and location of local board with which he registered
 - (d) Date of delinquency
 - (e) Reason for delinquency
 - (f) Date and place of birth
 - (g) Citizenship status
 - (h) Last known address of subject in U. S. or in a foreign country
 - (i) Any known arrest record.
 - (j) Date and place of subject's entry into U. S.
 - (k) Reasons for entering U. S.
 - (l) Whether was in this country on temporary or permanent visa
 - (m) Any employment record in U. S. and period of such employment
 - (n) Ownership of property in this country
 - (o) Location of relatives in the U. S.
 - (p) Any statements made by subject or other actions on his part indicating reason for leaving U. S. It will not be necessary to have alien subjects interviewed after they have departed from this country. However, the alien's residence outside the U. S. should be verified.
 - (q) Personal description, including alien registration number, when known
 - (r) Present status of any pending criminal proceedings concerning him and any other additional information, together with source, indicating that subject owed a duty to serve in armed forces of U. S. and; further, indicating he left U. S. or is remaining outside its borders for purpose of avoiding such service.
- (3) Records of INS should be checked in every case of this type involving an alien, not only to secure background information but also to obtain subject's alien registration number so his fingerprints may be located in Identification Division of Bureau.
- (4) It will not be necessary to have alien subjects interviewed after they have departed from this country. However, the alien's residence outside the U. S. should be verified.
- (5) If information developed concerning an alien who was a visitor in U. S. when he registered, or who was in U. S. only temporarily, it may serve as basis for cancellation of registration. Such cases should be discussed with USA with view to discontinuing investigation if it appears subject has no duty to serve in armed forces of U. S.
- (6) When investigation completed, present facts to USA to obtain his decision as to whether this section applies. If he decides it does, following action should be taken:

Secure and report opinion of USA relative to prosecution of subject for violation of Selective Service Act. If subject an alien or a dual-citizen, USA will generally authorize dismissal of any outstanding process, except in case of a dual-citizen of U. S. and Mexico. In these latter cases, Department will not authorize dismissal of any indictments, since Mexican Government has shown reluctance to issue certificates of nationality which are necessary for deportation of dual nationals.

d. Wanted notices and fugitive stops

(1) Identification Division of Bureau

When closing summary report is submitted (i.e., when no process obtained or, if obtained, is to be dismissed), wanted notice should be forwarded to Bureau with closing report, unless wanted notice has previously been placed, in which case it should remain outstanding. If, in a case in which a closing summary report is submitted, a fugitive form letter has previously been forwarded to Bureau, an airtel advising of dismissal of process should be transmitted to Bureau, as in usual fugitive case, but airtel shall include statement that case is being handled under Title 8, USC, § 1182, and it will not be necessary to place any other wanted notice with Identification Division. In cases which are to remain pending inactive and process is to remain outstanding, fugitive form letter previously forwarded to Bureau will remain in effect. If no such form letter has previously been submitted, this should be done at time process issued, even though subject's whereabouts in a foreign country is known.

When current fingerprint card is received in Identification Division relating to subject or person possibly identical with subject, appropriate information will be furnished, not to the field office, but to the Bureau, which will advise INS, unless process for violation of instant act is outstanding, in which case Bureau will advise office of origin, which will ascertain from USA his desires as to prosecution and/or other disposition of case.

Identification records received from Identification Division in cases closed under this section are for information only and require no action on part of field office.

- e. Summary reports shall be prepared in all pending cases of this type upon completion of investigation. There will be no necessity for submitting a regular investigative report in addition to summary report in those cases presently under investigation if summary report contains all information developed.

3. Citizens

- a. If it is determined that a person previously expatriated under provisions of section 1481(a) (10), Title 8, USC, or its predecessor, section 801(j), Title 8, USC, is located in the U. S., the case should be reopened and presented to the USA for a prosecutive opinion.
- b. Current investigation of citizens who leave the U. S. to avoid military service should be handled as any other delinquent registrant case.

As much of the following should be obtained as possible:

- (1) Name
- (2) His address upon registration
- (3) Number and location of local board with which he registered
- (4) Date of delinquency
- (5) Reason for delinquency
- (6) Date and place of birth
- (7) Citizenship status
- (8) Last known address of subject in U. S. or in a foreign country
- (9) Any known arrest record
- (10) Ownership of property in U. S.
- (11) Location of relatives
- (12) Any statements made by subject or other actions on his part
- (13) No specific request to be made to have subject interviewed after he has departed from U. S. His location outside U. S. should be verified. (For preparation of letterhead memorandum for Legal Attache, Ottawa, see FBI Handbook, part I, sec. 49A, item 16, or NRR, part II, sec. 4D, item 1p, (2).)

- [(14)] Personal description
[(15)] Present status of any criminal proceedings concerning him
c. Upon completion of investigation regarding current violators, a prosecutive opinion should be obtained from the appropriate USA.

The Passport Office, Department of State, will issue a restrictive passport allowing travel only to the U. S. if the USA advises it in writing that he intends to prosecute and he forwards certified copies of the warrant and indictment or information. This may have the practical effect of having subject expelled from the foreign country.

A. SUMMARY

In reciprocity for the work done abroad for the Bureau by foreign law enforcement and security agencies, the Bureau will conduct investigations in the U. S. for such agencies. As a cooperative measure, the Bureau will also arrange for investigations in the foreign countries covered by legal attaches (see section 102 of this manual or Territorial Allocation List) in behalf of U. S. agencies and state or local police. When such investigations fall within the Bureau's established investigative jurisdiction, they should be conducted under the proper substantive character; when they do not, they are to be handled under the character "Foreign Police Cooperation."

B. SCOPE

The number of requests for assistance which can be accepted is necessarily limited due to manpower and budgetary considerations. In general, requests will be accepted in the following categories:

1. Requests from friendly foreign agencies and U. S. agencies abroad for name checks of Bureau files and name or fingerprint searches of Identification Division records
2. Requests from foreign police and security agencies for coverage of leads in the U. S. arising out of their investigations
3. Requests for investigations in the U. S. from U. S. agencies abroad in matters being handled by them provided they have no adequate facilities to handle such investigations themselves
4. Requests from other Federal agencies and from state and local police organizations for cooperation in the coverage of reasonable investigative leads in foreign countries in which coverage is maintained through legal attaches

C. INVESTIGATIONS

1. Requests from foreign agencies and U. S. agencies abroad
Such requests are usually received by legal attaches or border offices, although in some instances they are received directly at [FBIHQ.] It is the responsibility of the legal attaches and border offices to secure:
 - a. A brief resume of the case
 - b. Any necessary background and descriptive data concerning subjects or suspects
 - c. Any other pertinent information which would aid in conducting the investigation
 - d. A clear and concise statement of exactly what information or investigation is desired

Border offices should advise the Bureau promptly upon receipt of requests for investigation and of action taken pursuant thereto. In the absence of special factors, the Bureau need not be advised of routine requests on which individual cases are not opened.

Requests received at [FBIHQ] from legal attaches and other sources will be referred to the field by the Bureau. In the absence of additional instructions or information known to the field office which would make it inadvisable, the requested investigation should be conducted. The investigation should be limited to the request and to the coverage of logical leads growing out of the information developed. Recommendations for additional investigation outside the scope of the original request should be set forth in the cover letter transmitting the results of the investigation to [FBIHQ] and should await Bureau approval.

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No arrests are to be made in foreign police cooperation cases unless specifically instructed by the Bureau.

2. Requests for investigation in foreign countries

In behalf of state and local police organizations, the Bureau will arrange for a limited number of investigations in countries which are covered by legal attaches. This assistance can be extended only on a selective basis as the Bureau maintains only limited staffs abroad. The requesting police department must understand that Bureau Agents will not actually conduct the investigation and that the Bureau is not responsible for the adequacy or accuracy of the results.

Requests of this type should be submitted to the Bureau in letterhead memorandum form, including a brief resume of the case, necessary background and descriptive information, and a clear and concise statement of the desired investigation. Full details should be included regarding any process outstanding, and whether extradition will be sought if a fugitive is located. The cover letter should contain a statement as to the degree of cooperation extended to the Bureau by the requesting police official and should also contain the recommendation of the SAC.

3. Requests for name and fingerprint checks

Requests involving only a search of Bureau files or a file search and a search of Bureau fingerprint records should be designated for the attention of the Name Check Section. Requests involving only a search of Bureau fingerprint records should be designated for the attention of the Identification Division. Legal attache requests for a check of Bureau files and/or a check of fingerprint records and which also include a request for investigation should be designated for the attention of the Liaison Section.

D. REPORTING

The reputation of the Bureau within foreign agencies will be directly affected by the manner in which foreign police cooperation cases are handled. The quality of the investigations, the promptness with which they are conducted, and the accuracy and completeness of the reporting of the results thereof will come directly under the scrutiny of officials of foreign police and security agencies. It is, therefore, incumbent upon each Agent to whom a case of this type is assigned to investigate it promptly and thoroughly and to report the results accurately and completely.

1. Results of investigation should be submitted in a letterhead memorandum (original and 5 copies) and caption should be limited to the title. Do not use the character "Foreign Police Cooperation" in letterhead memoranda.
2. Communications transmitting letterhead memoranda should include foreign police cooperation in the caption and should be marked for the attention of the Liaison Section.
3. The letterhead memorandum should receive a protective security classification, if warranted, [but should not be marked for declassification if prepared for a foreign agency.]
4. Do not include the property statement in the letterhead memorandum unless special reasons exist. These reasons, if present, should be explained in the cover letter.
5. If the request concerns information from another Government agency, include in the letterhead memorandum only the information which that agency is willing to have furnished to the interested foreign government. A statement should be included in the cover letter indicating that the agency has agreed to such dissemination.
6. Information from confidential sources and techniques must be paraphrased in such a way as to fully protect their identity.

7. Do not include the names of Agents in letterhead memoranda. Agents should be identified in the cover letter.
8. Signed statements should be taken only when specifically requested or when good judgment dictates. If feasible, Agents should secure a police officer to witness the signing of the statement.
9. In applicant-type investigations for foreign agencies, no reference should be made to the applicant's loyalty to the U. S. In such cases, inquiries should be made as to whether the applicant is loyal to democratic principles.
10. Results of investigation must reach the Bureau within 30 days from the date of the Bureau communication which forwarded the request unless a shorter deadline is specified.
11. Avoid using dual character. If a foreign police cooperation request develops into a substantive Bureau case, the character "Foreign Police Cooperation" should be dropped and the proper character used.
12. All Bureau instructions concerning investigations and report writing are applicable to this classification unless specifically modified herein.

E. CLASSIFICATION - 163

F. CHARACTER - FOREIGN POLICE COOPERATION

[G. OFFICE OF ORIGIN

The Bureau is office of origin in Foreign Police Cooperation cases and, as such, should be the recipient of all field office communications.]

[A. ASSAULTING THE PRESIDENT OF THE UNITED STATES

1. Statute

Title 18, USC, § 1751, effective 8-28-65

"(a) Whoever kills any individual who is the President of the United States, the President-elect, the Vice President, or, if there is no Vice President, the officer next in the order of succession to the office of President of the United States, the Vice-President-elect, or any individual who is acting as President under the Constitution and laws of the United States, shall be punished as provided by sections 1111 and 1112 of this title.

"(b) Whoever kidnaps any individual designated in subsection (a) of this section shall be punished (1) by imprisonment for any term of years or for life, or (2) by death or imprisonment for any term of years or for life, if death results to such individual.

"(c) Whoever attempts to kill or kidnap any individual designated in subsection (a) of this section shall be punished by imprisonment for any term of years or for life.

"(d) If two or more persons conspire to kill or kidnap any individual designated in subsection (a) of this section and one or more of such persons do any act to effect the object of the conspiracy, each shall be punished (1) by imprisonment for any term of years or for life, or (2) by death or imprisonment for any term of years or for life, if death results to such individual.

"(e) Whoever assaults any person designated in subsection (a) of this section shall be fined not more than \$10,000 or imprisoned not more than 10 years, or both.

"(f) The terms 'President-elect' and 'Vice-President-elect' as used in this section shall mean such persons as are the apparent successful candidates for the offices of President and Vice President, respectively, as ascertained from the results of the general elections held to determine the electors of President and Vice President in accordance with title 3, United States Code, sections 1 and 2.

"(g) The Attorney General of the United States, in his discretion, is authorized to pay an amount not to exceed \$100,000 for information and services concerning a violation of this section. Any officer or employee of the United States or of any State or local government who furnishes information or renders service in the performance of his official duties shall not be eligible for payment under this subsection.

"(h) If Federal investigative or prosecutive jurisdiction is asserted for a violation of this section, such assertion shall suspend the exercise of jurisdiction by a State or local authority, under any applicable State or local law, until Federal action is terminated.

"(i) Violations of this section shall be investigated by the Federal Bureau of Investigation. Assistance may be requested from any Federal, State, or local agency, including the Army, Navy, and Air Force, any statute, rule, or regulation to the contrary notwithstanding."

2. Violations

a. Title 18, USC, § 1751

- (1) Whoever kills, kidnaps, assaults, or
- (2) Attempts to kill or kidnap, or
- (3) Conspires to kill or kidnap
- (4) The President of the U. S. or other designated person

3. Venue

Prosecution should be initiated in the district in which the offense was committed or if the offense was committed out of the jurisdiction of any particular state or district, prosecution should be as provided for in Title 18, USC, § 3238 (offenses not committed in any district).

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4. Policy

a. Definitions

(1) Assault

The Department has indicated Congress intended that the common law definition of the term "assault" be applied to this statute. Assault is defined in U. S. v. Hand, (26 Fed. Cas. 103):

"An assault is an offer or attempt by force to do a corporal injury to another; as if one person strike at another with his hands, or with a stick, and misses him; for, if the other be stricken, it is a battery, which is an offense of a higher grade. Or if he shake his fist at another, or present a gun, or other weapon, within such distance as that a hurt might be given; or drawing a sword, and brandishing it in a menacing manner. But it is essential to constitute an assault, that an intent to do some injury should be coupled with the act; and that intent should be to do a corporal hurt to another."

(2) Use of Army, Navy, and Air Force as "posse comitatus"

Title 18, USC, § 1385, prohibits the general use of the Army or Air Force as a posse comitatus. Section 1751 (i) specifically authorizes the FBI to request assistance from these military agencies "any statute, rule, or regulation to the contrary notwithstanding."

(3) President-elect and Vice-President-elect

These terms are defined in Title 18, USC, § 1751 (f).

b. Jurisdiction

Title 18, USC, § 1751 (i), states in part "violations of this section shall be investigated by the Federal Bureau of Investigation."

(1) Actual assault, killing, or kidnaping

The FBI is responsible for the investigation of any actual assault, killing, or kidnaping of those individuals designated in the statute.

(2) Conspiracy to kill or kidnap

The FBI shall investigate conspiracies to kill or kidnap provided two or more persons are involved and there is an agreement between coconspirators, as well as the presence of some overt act, such as obtaining the instruments, means, or other necessities for the execution of such conspiracy.

(3) Attempts to kill and kidnap

The FBI shall investigate actual attempts to kill or kidnap. An actual attempt to kill or kidnap, even on the part of an individual acting alone without known coconspirators when there is activity, such as obtaining the instruments, means, or other necessities, so as to indicate an effort by the individual to consummate the attempt, would likewise be investigated by the FBI.

(4) Attempted assault

The common law definition of assault includes the concept of an attempt falling within the definition of the term "assault." Accordingly, the FBI would investigate such attempted assaults whenever there exists clear-cut physical action on the part of an individual sufficient to cause apprehension of personal injury to an individual designated in the statute.

(5) Responsibility of U. S. Secret Service

By statute, the Secret Service is charged with the protection of the President and other designated individuals. (Title 18, USC, § 3056.) In addition, the Secret Service is charged by statute with the investigation of threats against the President and other designated persons. (Title 18, USC, § 871.) The Department has indicated since the statute names the FBI as the agency to investigate violations of Title 18, USC, § 1751, the FBI would therefore be responsible under the law to investigate under certain conditions violations over which the Secret Service had previously exercised its jurisdiction. Threats against the President and other designated persons which do not fall within the criteria set forth above would, according to the Department, continue to be investigated by the Secret Service under Title 18, USC, § 871.

c. Rewards

Section 1751 (g) provides for the Attorney General to pay an amount not to exceed \$100,000 for information and services concerning a violation of the statute. Any request for payment or consideration for payment of a reward should be referred to the Bureau immediately by the most expeditious means.

5. Investigative procedure

- a. Each complaint shall receive immediate priority investigative attention to expeditiously resolve the situation and where necessary to locate and take into custody those individuals who are in violation of the statute.

It is imperative that there be no delay in the handling of any complaints under this statute. Each SAC will be held personally responsible to insure that each complaint is thoroughly and vigorously pursued. It shall further be the personal responsibility of each SAC to insure Federal, state, and local agencies are promptly alerted where appropriate.

- b. Upon receipt of each complaint involving a possible violation of this statute, the field should take action in accordance with the following:

- (1) Immediately initiate intensive investigation utilizing all available manpower where appropriate.
- (2) Advise the Bureau by telephone of the facts of the complaint.
- (3) Telephonically notify the nearest office of the Secret Service and where appropriate advise that the FBI has initiated investigation of a possible violation of Title 18, USC, § 1751, and that the information is being made available for whatever action Secret Service deems appropriate. The name of the individual to whom this information is furnished should be obtained.
- (4) Similarly furnish the facts to any local, state, or Federal agency having a legitimate interest.
- (5) Set forth all leads telephonically confirming each by teletype to the Bureau and the auxiliary office involved.
- (6) Immediately prepare a [teletype suitable for dissemination] containing following:
 - (a) Full details of the complaint as furnished the Bureau, Secret Service, and other agencies
 - (b) Identity of Secret Service officer notified and date and time of notification
 - (c) Identity of other persons notified, together with date and time of notification
 - (d) Identity of FBI employee who furnished the information

(7) Deleted
(8) Deleted

- c. Any question with respect to FBI investigative jurisdiction should be resolved in favor of initiating immediate investigation.
 - d. As soon as sufficient facts are developed, consult the USA in order to determine if the facts indicate a violation of the statute. The Bureau should be telephonically advised of the USA's prosecutive opinion in all instances.
 - e. The Bureau must be kept apprised of all developments as they occur.
 - [f. Be alert to the possibility of a violation of Title 18, USC, § 245 (Federally Protected Activities) insofar as candidates for the offices covered by Title 18, USC, § 1751 (Presidential Assassination Statute) are concerned.]
6. Penalties
- a. First degree murder - maximum - death; minimum - life imprisonment (upon recommendation of jury) (§ 1111)
 - b. Second degree murder - maximum - life; minimum - any term of years (§ 1111)
 - c. Voluntary manslaughter - maximum - ten years (§ 1112)
 - d. Involuntary manslaughter - maximum - three years or \$1,000, or both (§ 1112)
 - e. Assault, kidnaping, or attempt or conspire to kill or kidnap - see statute above.
7. CLASSIFICATION - 175
8. CHARACTER. - ASSAULTING, KILLING, KIDNAPING (whichever appropriate)
THE PRESIDENT OR VICE PRESIDENT (whichever appropriate) OF THE
UNITED STATES

THREATS AGAINST THE PRESIDENT OF THE UNITED STATES AND OTHER PERSONS
PROTECTED BY THE SECRET SERVICE

1. Dissemination of information re threats

Title 18, USC, § 3056, [in part] authorizes the Secret Service, subject to the direction of the Secretary of the Treasury, to protect the person of the President of the U. S., the members of his immediate family, the President-elect, the Vice President, or other officer next in the order of succession to the office of President, and the Vice-President-elect, together with a former President, at his request, for a reasonable period after he leaves office. Therefore, any information indicating the possibility of an attempt against the person or safety of the President or the other persons aforementioned, must be referred immediately in accordance with the following:

- a. Furnish all facts received by the most expeditious means of communication (normally by telephone) to the nearest office of the Secret Service. When the threat is in the form of a written communication, the original of the communication should be given to Secret Service locally and two copies suitable for laboratory comparison should be forwarded to the Bureau, one copy for search by the FBI Laboratory and the other copy for Secret Service headquarters in Washington.
- b. Similarly furnish the facts to any other local, state, or Federal agency having a legitimate interest.
- c. Immediately prepare a teletype suitable for dissemination containing following:
 - (1) Full details of complaint as furnished Secret Service and other agencies
 - (2) Identity of Secret Service officer notified and date and time of notification
 - (3) Identity of other persons notified, together with date and time of notification
 - (4) Identity of FBI employee who furnished information
- d. Deleted
- e. Deleted
- f. Deleted

Matters brought to Bureau's attention under these instructions should be under caption "Threat Against the President" or "Threat Against the Vice President," etc., as case may be. Do not use form FD-376 in dissemination of material discussed above.

2. Other dissemination to Secret Service concerning security of the President
 - a. [An agreement between the FBI and U. S. Secret Service concerning protective responsibilities is set out in its entirety in section 102, volume IV, of this manual.]
 - (1) Types of information to be referred

Under this agreement the Bureau will disseminate information to Secret Service falling within the following categories:

 - (a) Information concerning attempts, threats, or conspiracies to injure, kill, or kidnap persons protected by Secret Service or other U. S. or foreign officials [in the U. S. or abroad.]
 - (b) Information concerning attempts or threats to redress a grievance against any public official by other than legal means, or attempts personally to contact such officials for that purpose.
 - (c) Information concerning threatening, irrational or abusive written or oral statements about U. S. Government or foreign officials.
 - (d) Information concerning civil disturbances, anti-U. S. demonstrations or incidents or demonstrations against foreign diplomatic establishments.
 - (e) Information concerning illegal bombing or bomb-making; concealment of caches of firearms, explosives, or other implements of war; or other terrorist activity.
 - (f) Information concerning persons who defect or indicate a desire to defect from the United States and who demonstrate one or more of the following characteristics:
 - I. Irrational or suicidal behavior or other emotional instability.
 - II. Strong or violent anti-U. S. sentiment.
 - III. A propensity toward violence.
 - (g) Information concerning persons who may be considered potentially dangerous to individuals protected by Secret Service because of their background or activities, including evidence of emotional instability or participation in groups engaging in activities inimical to the United States.
 - (2) The following information is to be furnished when available concerning each individual or group being referred to Secret Service:
 - (a) Individual - Identification data including name or names, address, photograph (or statement as to availability of such), physical description, date and place of birth, employment, and marital status.
 - (b) Organization - Name or names, address or addresses, officers, size, purpose or goals of organization, source of financial support, background data and such other relevant information as may be available.
 - (c) Reason for Referral - Statement of the class or classes [of information described in Section IV B. of the agreement, under which the individual or organization belongs.]
 - (d) Information in FBI Files - A summary, [as appropriate, of pertinent portions of any FBI file on an individual or organization referred.]
 - (e) FBI Identification Records - Secret Service will make specific requests in each instance where a check of the FBI identification records is desired.

- b. Dissemination is to be in the form of reports in the cases of subjects of pending investigative interest in which reports are normally prepared. One copy of each report henceforth prepared in such cases should be disseminated to Secret Service locally and similar dissemination will be made at the SOG. In these instances an extra copy of the report should be designated for the Bureau. In instances in which reports would not normally be submitted, letterhead memoranda may be utilized in effecting dissemination to Secret Service. Utilize form FD-376 properly executed in making dissemination to Secret Service and forward the original and one copy of this form to Bureau with report or letterhead memorandum, a copy of which has been disseminated locally. Utilize the normal title and character in cases of subjects of pending investigative interest; otherwise, use the name of the subject and the character "Protection of the President" on the transmittal communication to the Bureau. For specific instructions pertaining to dissemination of information to Secret Service regarding [administrative] index subjects and organizational reports, refer respectively to section 87, volume III, of this manual.
- c. In instances in which information is now developed concerning subjects of prior investigations which brings these subjects within the categories specified above of interest to Secret Service, do not disseminate prior reports in these cases. However, prepare a letterhead memorandum including the current information, together with pertinent information previously developed, and make dissemination to Secret Service locally. Furnish copies to Bureau for dissemination at headquarters level. Utilize form FD-376.
- d. As changes of residence and employment occur in cases of pending investigative interest, advise Secret Service locally and furnish two copies of the letterhead memorandum to the Bureau for dissemination to Secret Service headquarters. Form FD-366 may be used for this purpose. The letterhead memorandum should contain a reference to the previous communication disseminated to Secret Service. In those instances in which dissemination has been made to Secret Service and the subjects thereof are not of pending investigative interest, advise Secret Service locally regarding any change of residence and employment whenever such information comes to your attention.
- e. Copies of the documents disseminated to Secret Service in those instances in which no main case file exists and the subjects thereof are not of pending investigative interest should be retained in a control file in your office.
- f. [Deleted]
- g. It is the responsibility of each SAC to insure that the above instructions are administered with good judgment in each instance.

3. Responsibility re dissemination

- a. All field and SOG Agent personnel must be completely familiar with the Bureau's policy and procedures covering the FBI's responsibilities for dissemination of information to the Secret Service concerning the President and other persons listed in item 1 above.
- b. All field and SOG Agent personnel must be constantly alert to any and all information coming to their attention through their cases or otherwise and insure that appropriate action is taken to see that same is promptly disseminated to Secret Service in accordance with existing policy and procedures. Resolve all doubts in favor of as liberal a dissemination policy as practicable.
- c. SACs and SOG division heads must periodically spot-check this matter for proper handling and must remind Agent personnel periodically at conferences of the policy and procedures concerning this matter.

[A. STATUTES

[Title 18, USC, § 245 (b)(3), chapter 102 (§§ 2101-2102), and chapter 12
[(§§ 231-233), effective 4-11-68

[1. § 245 (b)(3)

[a. Elements

- [(1) During or incident to a riot or civil disorder
- [(2) Use of force, or threat of force, to
- [(3) Willfully injure, intimidate, or interfere with
- [(4) Any person engaged in a business affecting interstate commerce
- [(5) Or attempting to perform the above acts

[b. Other provisions

- [(1) Section 245 (a)(1) states the above provisions do not relieve
[state and local authorities of their responsibility for pros-
[ecuting under state and local laws; no Federal prosecution can
[be undertaken unless the Attorney General or the Deputy Attorney
[General certifies prosecution is in the public interest and is
[necessary to secure substantial justice.

[2. Chapter 102 - § 2101

[a. Elements

- [(1) Interstate or foreign travel or
- [(2) Use of the mail, telegraph, telephone, radio, television, or
[any other facility of interstate or foreign commerce with intent
[to
 - [(a) Incite a riot; or
 - [(b) Organize, promote, encourage, participate in, or carry on
[a riot; or
 - [(c) Commit any act of violence in furtherance of a riot; or
 - [(d) Aid or abet any person in inciting or participating in
[a riot and
- [(3) Either during the course of such travel or use of such facility
[or thereafter performs or attempts to perform any overt act
[to incite or participate in a riot

[b. Definitions

- [(1) Title 18, USC, § 2102, states that a riot is a public disturbance
[involving an act of violence by one or more persons who are
[part of an assemblage of three or more persons. The requisite
[act of violence includes a threat coupled with the ability to
[immediately execute the threat provided that the threatened
[act would constitute a clear and present danger of property
[damage or personal injury.

[c. Other provisions

- [(1) Local prosecution is a bar to any Federal prosecution based upon
[the same act or acts.
- [(2) State and local authorities are not relieved of their respon-
[sibility to prosecute violations of state and local statutes.
- [(3) When, in the opinion of the Attorney General, this chapter has
[been violated, prosecution shall proceed as speedily as possible
[or Congress shall be advised in writing of the reasons for not
[proceeding.

[3. Chapter 12 - § 231

[a. Elements

- [(1) Teaching or demonstrating the use, application, or making of
[any firearm or explosive or incendiary device, or technique
[capable of causing personal injury or death, having reason to
[know or intending that the same will be unlawfully used in
[connection with a civil disorder which may in any way interfere
[with commerce or with any federally protected function; or
- [(2) Transporting or manufacturing for transportation in commerce
[any firearm, or explosive or incendiary device, having reason to
[know or intending it will be used unlawfully in furtherance of
[a civil disorder; or

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- (3) Committing or attempting to commit any act to interfere with any fireman or law enforcement officer engaged in performance of his official duties in connection with and during a civil disorder which in any way interferes with commerce or with any federally protected function

b. Definitions

- (1) Title 18, USC, § 232, states that a civil disorder is any public disturbance involving acts of violence by assemblages of three or more persons which causes immediate danger of or results in property damage or personal injury.
- (2) Section 232 also states that commerce means interstate or foreign commerce or commerce wholly within the District of Columbia.

c. Other provisions

- (1) An act performed by a law enforcement officer in the lawful performance of his official duties is specifically excluded.
- (2) Federal jurisdiction shall not operate to the exclusion of state or local jurisdiction.

B. POLICY AND INVESTIGATIVE PROCEDURES

- 1. Upon receipt of a complaint or information from any source not known to be unreliable, a preliminary investigation is to be instituted immediately, consisting of the following:
 - a. Interviews of complainant and up to three available witnesses who are reported to have firsthand information bearing on the alleged violation. Obtain signed statements.
 - b. Where a possible violation of state or local law is indicated, advise appropriate state or local authorities of the complaint and offer the cooperative facilities of the FBI, including the Laboratory, Identification Division, and coverage of out-of-state leads. Ascertain what action has been taken or is contemplated by those authorities; if they indicate an unwillingness or an inability to investigate and/or prosecute, obtain full details of reasons for their inaction.
 - c. Discuss the matter with the USA to obtain his opinion as to what further Federal action, if any, is warranted; however, no further investigation is to be conducted without Bureau authority.
 - d. Submit report within five days of the receipt of the complaint.
- 2. Advise Bureau immediately by teletype of receipt of all complaints and of the action being taken thereon. Also, submit teletype summary of results of preliminary investigation promptly upon completion.
- 3. Copies of all communications prepared for dissemination should be furnished to the USA.
- 4. Advise all persons interviewed the investigation is being conducted [at the specific request of the U. S. Department of Justice.

C. MISCELLANEOUS

- 1. Interstate commerce as referred to in section 245 (b)(3) and chapter 102 does not include commerce wholly within the District of Columbia.
- 2. The act of violence required to bring a public disturbance within the definition of a riot under section 2101 of chapter 102 need only be committed by one person. However, violence necessary to bring a public disturbance within the definition of a civil disorder under section 231 of chapter 12 must consist of such act or acts by more than one person.
- 3. Section 245 (b)(3) does not apply to acts or omissions on the part of law enforcement officers, National Guardsmen, or members of the U. S. armed forces engaged in suppressing a riot or civil disturbance or restoring law and order during a riot or civil disturbance. However, this does not preclude the possibility of the presence of a violation of some other Federal statute (such as Title 18, USC, § 242) or a state or local law.

[D. CLASSIFICATION - 176

[E. CHARACTER - ANTIRIOT LAWS

[F. PENALTIES

- [1. § 245 (b)(3) - \$1,000 fine and/or one year's imprisonment; \$10,000
- [fine and/or ten years' imprisonment if personal injury results;
- [imprisonment for any term of years or for life if death results
- [2. Chapter 102 - § 2101 - \$10,000 fine and/or five years' imprisonment
- [3. Chapter 12 - § 231 - \$10,000 fine and/or five years' imprisonment]

A. AUTHORITY

By Presidential Directive dated 6/3/71 the FBI will, upon the written request of a local Chief of Police or duly constituted head of the local agency, actively participate in the investigation of a police killing.

B. POLICY

The FBI will continue to make available to local authorities the facilities of our Laboratory, Identification Division, National Crime Information Center (NCIC) and the covering of out-of-state leads.

C. INVESTIGATIVE PROCEDURES

1. Each field division must maintain effective liaison with all police agencies within its territory so that you will be promptly notified of the killing of a police officer.
2. The Bureau should be promptly advised by teletype in each police killing regardless of whether FBI assistance is requested. This teletype should include date, time, location, identifying data re victim, including name and address of next of kin and names and ages of victim's children, and detailed resume of attack. Include your recommendation as to the Director's writing a personal letter of condolence to the family of the officer[killed in the line of duty] and/or furnish any information which would preclude such a letter. The type of weapon used, circumstances involved, such as whether during robbery, civil disorder, ambush - assassination situation, traffic violation, etc., should be set forth. If extremist or racial element is present, such should be noted.
3. Priority investigative attention should be afforded each case where assistance is requested in writing. Daily teletype summaries should be submitted in those cases in which a full investigation is being conducted by the FBI and all leads must be handled on an expedite basis.

D. DEFINITION

For the purpose of these investigations the term "law enforcement officer" should be defined insofar as possible as those individuals dealing in policing activities such as municipal police officers, state police, highway patrol and sheriffs and their deputies. Those involved in protective, prosecutive or confinement activities should not be included.

E. CLASSIFICATION - 184

F. CHARACTER - POLICE KILLINGS

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A. BACKGROUND AND DEFINITIONS

1. Background

The Act for the Protection of Foreign Officials and Official Guests of the United States was signed into law on October 24, 1972, which provides for the concurrent jurisdiction of the Federal Government in the investigation of certain acts committed against foreign officials and official guests as well as property occupied by foreign governments in this country. In enacting this legislation, Congress recognized and reaffirmed that police power to investigate, prosecute and punish common crimes such as murder, kidnaping and assault should remain with the states, but also noted that at times the commission of such crimes against foreign officials or official guests may adversely affect or interfere with the conduct of U. S. foreign affairs. Therefore, Congress felt that the Federal Government must have jurisdiction in situations where international repercussions may be felt or where the incident may have some affect on U. S. foreign relations.

The Department of Justice assigned investigative jurisdiction for this Act in those cases in which the Federal Government has an interest to the FBI.

2. Definitions

a. Foreign Official

- (1) a Chief of State or political equivalent, President, Vice President, Prime Minister, Ambassador, Foreign Minister, or other officer of cabinet rank or above of a foreign government or the chief executive officer of an international organization, or any person who has previously served in such capacity, and any member of his family while in the U. S.; and,
- (2) any person of a foreign nationality who is duly notified to the U. S. as an officer or employee of a foreign government or international organization (i. e., the U. S. has been officially informed of his position and same is on record with the Department of State) and who is in the U. S. on official business, and any member of his family whose presence in the U. S. is in connection with the presence of such officer or employee.

b. Foreign Government

The government of a foreign country irrespective of recognition by the U. S.

c. International Organization

A public international organization designated as such pursuant to Section 1. of the International Organizations Immunities Act (T22, USC § 288).

d. Family

- (1) a spouse, parent, brother or sister, child or person to whom the foreign official stands in loco parentis (in place of parent), or
- (2) any other person living in his household and related to the foreign official by blood or marriage.

e. Official Guest

A citizen or national of a foreign country present in the U. S. as an official guest of the U. S. Government and so designated by the Secretary of State.

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B. STATUTES

1. Murder or Manslaughter of Foreign Officials and Official Guests and Conspiracy to Murder (T18, USC §§ 1116 and 1117)

§ 1116. Murder or Manslaughter of Foreign Officials or Official Guests
Whoever kills a foreign official or official guest shall be punished as provided under T18, USC §§ 1111 and 1112, except that any such person who is found guilty of murder in the first degree shall be sentenced to imprisonment for life.

§ 1117. Conspiracy to Murder

If two or more persons conspire to violate §§ 1111, 1114, or 1116 of T18, and one or more persons do any overt act to effect the object of the conspiracy, each shall be punished by imprisonment for any term of years or for life.

2. Kidnaping

(T18, USC § 1201)

§ 1201. Kidnaping

a. Whoever unlawfully seizes, confines, inveigles, decoys, kidnaps, abducts, or carries away and holds for ransom or reward or otherwise any person, except in the case of a minor by the parent thereof, shall be punished by imprisonment for any term of years or for life, when the person is a foreign official or official guest within those definitions as stated in the Act.

b. If two or more persons conspire to violate this section and one or more of such persons do any overt act to effect the object of the conspiracy, each shall be punished by imprisonment for any term of years or for life.

3. Protection of Foreign Officials and Official Guests (T18, USC § 112)

§ 112. Protection of Foreign Officials and Official Guests

a. Whoever assaults, strikes, wounds, imprisons or offers violence to a foreign official or official guest shall be fined not more than \$5,000, or imprisoned not more than three years, or both. Whoever in the commission of any such act uses a deadly or dangerous weapon shall be fined not more than \$10,000, or imprisoned not more than ten years, or both.

b. Whoever willfully intimidates, coerces, threatens, or harasses a foreign official or official guest, or willfully obstructs a foreign official in the performance of his duties, shall be fined not more than \$500, or imprisoned not more than six months, or both.

c. Whoever within the United States, but outside the District of Columbia and within 100 feet of any building or premises belonging to or used or occupied by a foreign government or by a foreign official for diplomatic or consular purposes, or as a mission to an international organization, or as a residence of a foreign official, or belonging to or used or occupied by an international organization for official business or residential purposes, publicly -

(1) parades, pickets, displays any flag, banner, sign, placard, or device, or utters any word, phrase, sound, or noise, for the purpose of intimidating, coercing, threatening, or harassing any foreign official or obstructing him in the performance of his duties, or

(2) congregates with two or more other persons with the intent to perform any of the aforesaid acts or to violate (a) or (b) of this section, shall be fined not more than \$500, or imprisoned not more than six months, or both.

Nothing contained in this section shall be construed or applied so as to abridge the exercise of rights guaranteed under the First Amendment to the Constitution.

4. Protection of Property of Foreign Governments and International Organizations (T18, USC § 970)

§ 970. Protection of Property Occupied by Foreign Governments
Whoever willfully injures, damages, or destroys or attempts to injure, damage, or destroy, any property, real or personal, located within the U. S. and belonging to or utilized or occupied by any foreign government or international organization by a foreign official or official guest, shall be fined not more than \$10,000, or imprisoned not more than five years, or both.

C. DEPARTMENTAL INTERPRETATION OF STATUTES

1. § 1116

Following the precedent of USC § 1114 (Protection of Officers and Employees of the United States), the Act adds to T18 a new § 1116 relying on the definitions and penalties in T18, USC §§ 1111 and 1112, except that punishment of first degree is mandatory life in prison.

The term "foreign official" includes two distinct categories. With regard to the first group, such as Chiefs of State, the purpose of the foreign official's presence in the U. S. is immaterial.

With regard to the second group, that is "officials or employees of a foreign government or international organization duly notified to the United States," their coverage under the Act requires they be foreign nationals and in the U. S. on official business. Such persons include officials and employees of foreign governments at embassies, consulates, missions and those employed at trade or commercial offices of foreign governments.

The family of a foreign official in this second category is included, but unlike the first category, a family member's presence in the U. S. must be in connection with the presence in the U. S. of the related foreign official.

Coverage does not extend to the families of official guests unless the family members are so designated in their own right by the Secretary of State.

2. § 1201

The act of kidnaping a foreign official or official guest is punishable without regard to interstate transportation of the victim. The permissible punishment was reduced to imprisonment for any term of years or for life, but no statutory proof of harm to the victim is required to support any sentence which may be adjudged.

3. § 112

As amended by the Act, § 112 now includes assaulting, striking, wounding, imprisoning or offering violence to, foreign officials or official guests. In addition to broadening the classes of persons covered, § 112 (b) makes it a misdemeanor to willfully intimidate, coerce, threaten or harass a foreign official or official guest or willfully obstruct a foreign official in the performance of his duties. Protection against

obstruction extends only to foreign officials who are actually engaged in the performance of their duties at the time of the violation.

Although not all-inclusive, examples of violations would be:

- a. Following the foreign official or official guest about in a public place after being requested not to do so;
- b. Engaging in a course of conduct, including the use of abusive language, or repeatedly committing acts which alarm, intimidate, or persecute the foreign official or official guest and serve no legitimate purpose; or
- c. Communicating with the foreign official or official guest by anonymous telephone calls, or otherwise, in a manner likely to cause annoyance or alarm with no purpose of legitimate communication.

§ 112 (c) is intended to protect the peace, dignity and security of foreign officials in their embassies, consulates, missions, residences, and offices. Note that premises of official guests are not covered by § 112 (c).

§ 112 (c) does not apply at all to the District of Columbia wherein the protected zone for both persons and premises begins at 500 feet.

§ 112 (c) applies only to acts done publicly, and specifically applies to a person who parades, pickets, displays any flag, banner, sign, placard, or device, or utters any word, phrase, sound, or noise, but only if the purpose of the conduct is to intimidate, coerce, or harass a foreign official or to obstruct him in the performance of his duties.

The terms used in § 112 (c) "purpose" and "intent" require proof that the person or persons allegedly violating this section were knowledgeable that the person or premises against which the alleged violation occurred were covered under the Act. Requirement for proof of knowledge ordinarily would be by putting violators on notice of the provisions of the Act.

This is in sharp contrast to all other punitive provisions in the Act, where such knowledge by the person or persons perpetrating the crime is immaterial. The fact that the person or premises is covered under the Act, however, must be alleged and proved in order to show FBI jurisdiction.

4. § 970

In addition to covering embassies, consulates, missions to international organizations and places of residence of foreign officials and official guests, trade and commercial offices of foreign governments, and premises and property of international organizations, this section also covers automobiles and other vehicles and personal property, under requisite ownership, use or possession. Whether the property is used for official or unofficial purposes is immaterial. Only property located within the United States is covered.

D. PROTECTIVE RESPONSIBILITIES OF TREASURY DEPARTMENT

The Act does not limit or interfere with the power of the Secretary of Treasury in the discharge of his statutory protective responsibilities. Secret Service may take such action as may be necessary to implement these responsibilities. However, the Secret Service shall advise the FBI of the initiation of such action as soon as possible and the results thereof.

[E. DEPARTMENTAL POLICY

Subsequent to an alleged violation of the Act, U. S. Attorneys or their Assistants will determine whether FBI investigation is warranted. Any subsequent prosecution under the Act must receive the approval of the Department of Justice, prior to the initiation of any proceedings.

[F. INVESTIGATIVE PROCEDURES

1. Upon receipt of information indicating a violation or attempted violation of the Act, promptly present facts to U. S. Attorney or an Assistant to determine if investigation is warranted.
2. Advise FBIHQ by telephone or teletype details of alleged violation or attempted violation together with U. S. Attorney's or Assistant's opinion and specific investigative action being taken. Teletype should be in form suitable for dissemination.
3. Bureau authorization is not necessary prior to contacting a foreign official, member of foreign official's family, official guest or persons connected with diplomatic establishment or international organization when time is of the essence and good judgment dictates that such a contact is essential to the investigation or to determine if a possible violation of the Act exists. In the event time is not a factor expeditiously advise the Bureau to facilitate notification of the Department of State and hold contact in abeyance until authorized by Bureau.
4. Notify United States Secret Service locally.
5. If victim is not known to be covered under the Act, immediately furnish sufficient descriptive information regarding victim to FBIHQ to enable such determination.
6. If violation or potential violation of the Act is discovered through special coverage advise Bureau, by whatever means necessary commensurate with the seriousness of the crime, for a determination as to further action. Do not present to U. S. Attorney or Assistant U. S. Attorney.
7. If foreign official, member of official's family, official guest, or person connected with diplomatic or international organization is uncooperative, furnish details to Bureau by teletype and advise U. S. Attorney or his Assistant that details being furnished the Department.
8. Honorary Consuls to be covered under the Act must be foreign nationals duly notified to the U. S. and engaged in official business for the government they represent at the time the alleged violation occurred.
9. Property used or occupied by Honorary Consuls may or may not be covered under § 970. Determination will be made by U. S. Attorney or Department of Justice on a case-by-case basis. Basis for determination would be governed by such things as (1) primary purpose and use of office space, (2) extent of foreign government business conducted from the office and (3) proprietary interest in office by foreign government, if any.

[G. FBIHQ SUPERVISION AND USE OF OFFICE CONTINGENCY PLAN

1. General Investigative Division will supervise all violations of the Act where there is no indication of political consideration, subversion or terrorist activity, and will supervise all plane hijacking cases.
2. Intelligence Division will supervise all violations of the Act where indications of political consideration, subversion or terrorist activity exist, exclusive of plane hijacking.

3. In the event of a serious violation of the Act, information must be telephoned to the appropriate Assistant Director of above-mentioned Divisions, during normal working hours. If during nonworking hours, the information should be telephoned to the Supervisor on duty in the appropriate Division.
4. If a serious violation of the Act occurs which is supervised by Intelligence Division and requires use of office contingency plan, FBIHQ will maintain a command center in Intelligence Division, telephone number [324-3000 extension 4880.]

H. ADMINISTRATIVE MATTERS

1. Classification - 185
2. Title - Set forth subject's name or description of activities involved.
3. Character - "Protection of Foreign Officials" (can be abbreviated as "PFO"), followed by a term describing crime involved, followed by the word "Subversive" if there are indications of political considerations, subversive or terrorist activity (except airplane hijacking). In the absence of such indications, the word "Criminal" should be used.
Examples: PFO - Kidnaping - Subversive; PFO - Assault - Criminal.
4. Reporting procedures - Initial notification to Bureau by telephone or teletype including fact that local authorities and U. S. Secret Service have been advised. If investigation initiated, keep Bureau advised by telephone or teletype of significant developments followed by report within 14 days. Seven copies of report should be submitted.